



Government Technical Advisory Centre and National Treasury
Programme 8: Technical Support and Development Finance

STRATEGIC PLAN

2017/18–2019/20



national treasury

Department:
National Treasury
REPUBLIC OF SOUTH AFRICA

STRATEGIC PLAN 2017/18–2019/20

The GTAC Strategic Plan for 2017/18 to 2019/20 has been compiled with the latest information available from departmental and other sources. Some of this information is unaudited or subject to revision.

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Contents

MINISTER'S FOREWORD	4
OVERVIEW BY THE ACCOUNTING OFFICER	5
PART A: STRATEGIC OVERVIEW	6
1 VISION	7
2 MISSION	7
3 VALUES	7
4 LEGISLATIVE AND OTHER MANDATES	7
4.1 LEGISLATIVE AND OTHER MANDATES	7
4.2 GTAC Proclamation	8
4.3 Ministerial Guidance and Instructions	8
5 SITUATION ANALYSIS	9
5.1 Rationale for the Establishment of GTAC	9
5.2 Performance Environment	12
5.3 Strategic Planning Process	16
5.4 GTAC Strategic Trajectory	16
6 STRATEGIC OUTCOME-ORIENTED GOALS	17
6.1 PROGRAMME 1: Management and Support Services	17
6.2 PROGRAMME 2: Transaction and Advisory Services	17
6.3 PROGRAMME 3: Programme Management Services	18
6.4 GTAC Budget Programmes and Accounts	18
PART B: STRATEGIC OBJECTIVES	21
7 PROGRAMME 1: MANAGEMENT AND SUPPORT SERVICES	22
7.1 Purpose	22
7.2 Outcome Statement	22
7.3 Overview	22
7.4 Strategic Programme Plan	22
7.5 Strategic Objectives	22

8	PROGRAMME 2: TRANSACTION AND ADVISORY SERVICES	23
8.1	Programme 2	23
8.2	Sub-Programme: Transaction Advisory Services and PPPs	23
8.3	Sub-Programme: Capital Projects Appraisal	23
8.4	Sub-Programme: Technical Consulting Services	23
8.5	Sub-Programme: Public Expenditure and Policy Analysis	24
8.6	Sub-Programme: Transaction Advisory Services and PPPs	24
8.7	Sub-Programme: Capital Projects Appraisal	25
8.8	Sub-Programme: Technical Consulting Services	26
8.9	Sub-Programme: Public Expenditure and Policy Analysis	27
9	PROGRAMME 3: PROGRAMME MANAGEMENT SERVICES	29
9.1	Purpose	29
9.2	Outcome Statement	29
9.3	Overview	29
9.4	Strategic Programme Plan	29
9.5	Strategic Objectives	30
10	RESOURCE CONSIDERATIONS	31
11	PROGRAMME 1: MANAGEMENT AND SUPPORT SERVICES	33
11.1	Strategic Objectives	33
11.2	Programme 1: Key Strategic Measures	33
12	PROGRAMME 2: TRANSACTION AND ADVISORY SERVICES	34
12.1	Strategic Objectives	34
12.2	Programme 2: Annual Targets	34
12.3	Programme 2: Expenditure Trends and Estimates	35
13	PROGRAMME 3: PROGRAMME MANAGEMENT SERVICES	36
13.1	Strategic Objectives	36
13.2	Programme 3: Key strategic measures	36
13.3	Programme 3: Expenditure Trends and Estimates	37
14	ANNEXURE C: CONSOLIDATED RISKS	38
15	ANNEXURE D: ABBREVIATIONS	39
16	ANNEXURE E: LIST OF TABLES	40

Official Sign-off

It is hereby certified that this first GTAC Strategic Plan was developed by the GTAC management team and considers all the relevant policies, legislation and other mandates for which GTAC is responsible. The plan accurately reflects the strategic outcome-oriented goals and objectives that GTAC will endeavour to achieve over the period 2017/18 to 2019/20.

Shahid Khan
Acting Head: GTAC

Minister's Foreword

It gives me great pleasure to welcome the first Strategic Plan of the Government Technical Advisory Centre (GTAC). The Public Finance Management Act (1999) requires the National Treasury to promote transparency and the effective management of the revenue, expenditure, assets and liabilities of departments, public entities and constitutional institutions. It also enjoins the National Treasury to assist organs of state in building their capacity for efficient, effective and transparent financial management.

GTAC's mandate gives effect to these obligations, although it is constituted as a separate government component. Its programmes and activities have evolved over several years. In addition to its in-house advisory and technical support capabilities, it has extensive experience in hiring professional service providers with public sector expertise.

Building state capacity requires partnerships with the private sector in infrastructure development, operational improvements, and technology and management systems. It also requires collaboration with university research and advisory centres, civil society organisations and international partners.

GTAC's scope of work is wide, from administering job creation projects to strengthening municipal finance management and providing advice on specialised transactions. Prioritisation is that much more important when there are many areas of possible assistance and a wide range of skills are sought.

In introducing this first consolidated Strategic Plan of the National Treasury's technical support activities, I look forward to vigorous engagement on the lessons of our experience and priorities for the period ahead.

MALUSI GIGABA
Minister of Finance



Overview by the Accounting Officer

I was appointed the Acting Head of the Government Technical Advisory Centre (GTAC) by Minister PJ Gordhan on 26 January 2017. I wish to thank the National Treasury for entrusting me with this responsibility. As Acting Head, one of my first tasks was to present to the Minister of Finance a strategic plan for GTAC, in compliance with the Public Finance Management Act (1999). I am therefore pleased to submit for consideration GTAC's first Strategic Plan for the period 2017/18 to 2019/20.

GTAC is a relatively young organisation, having been promulgated on 30 March 2012 and established as an independent government component in April 2014. Over the next three years, there will be a strong focus on institution building to ensure that GTAC is fully capacitated and fit for purpose. Through proactive leadership and oversight of GTAC's operations, we will seek to enhance our organisational efficiency by fine-tuning our operation to better align our workflows, staffing and financial resources to maximise productivity and output. As we embed GTAC as a fully functional agency, we will ensure that we always adhere to the principles of good corporate governance, be accountable to our principals and stakeholders, and comply with government laws and regulations.

In line with GTAC's legislative mandate, we will endeavour to remain a service provider of choice in delivering value-for-money advisory and support work to all three spheres of government and in rendering technical support and development finance programmes. Through continual and collaborative engagement with our stakeholder, we will ensure that our services are delivered in line with agreed objectives, within budget and on time. Therefore, through the clearly identifiable and measurable performance indicators set out in this Strategic Plan, we intend to consolidate GTAC as a nimble institution that can achieve demonstrable outcomes.



We will continue to build and expand on our partnerships with the private sector, civil society, academia and research institutions and with our international partners to ensure that GTAC remains a centre of excellence. Through collaboration and skills transfer, we will ensure that our knowledge products reflect evidence-based learning and policy advice that help promote better public financial management.

On behalf of the staff and senior management of GTAC, I wish to thank my predecessor, Mr Andrew Donaldson, for his visionary leadership and stewardship of GTAC since its inception to end-December 2016, and wish him well for the future. He has made a significant contribution to the conceptualisation of GTAC and has left an indelible mark on the organisation.

I look forward to working with the staff and senior management of GTAC in executing the legislative mandate of the organisation and in achieving the objectives that we have collectively set ourselves in this Strategic Plan.

SHAHID KHAN

Acting Head and Accounting Officer: GTAC

PART A

Strategic Overview

1 VISION

To serve as a creative centre of excellence for shared learning and advisory support in public policy, fiscal and financial analysis and management.

2 MISSION

The Government Technical Advisory Centre (GTAC) promotes transparency and the effective management of public finances by assisting organs of state in building capacity for efficient, effective and transparent financial management. Its operating model provides technical consulting services, specialised procurement support, infrastructure project advice, and associated knowledge management and shared learning opportunities to build public sector capacity. These functions are undertaken through active partnerships with development agencies, universities, research centres and the non-state sector. GTAC seeks to stimulate debate and promote public discourse and understanding of policy, public economics and public financial management through a range of communication methodologies. It also draws on a programme for young graduates to build and sustain capability within the organisation.

3 VALUES

Several guiding values underpin the organisation's approach to its programmes and activities:

- Accountability
- Transparency
- Integrity
- Partnership
- Inclusive, broad-based growth and development.

GTAC promotes evidence-based learning and policy advice, and supports sound and effective procurement and programme management processes. Partnerships form the basis of its development methodology, within government and with the private sector, the academic and research community, and civil society stakeholders.

Its approach to providing support and advisory services draws on three broad principles:

- **Activities are client-focused and demand-driven:** Advisory and technical support responds to client needs and respects the ownership and accountability for services of responsible organs of state.
- **Diagnostic and management tools are adapted to public sector needs:** GTAC advisors and staff are well-versed in South Africa's legal and institutional frameworks and in methodologies and procedures designed to strengthen public sector governance and service delivery.
- **Capacity building is based on partnerships and learning by doing:** Better public finance management rests on pragmatic and problem-solving methods, learning through innovation, and transferring skills through collaboration and partnerships.

4 LEGISLATIVE AND OTHER MANDATES

4.1 Legislative Mandate

GTAC draws its mandate from the responsibility of the National Treasury to promote transparency and the effective management of public finances and to assist organs of state in building their capacity for efficient, effective and transparent financial management, as set out in section 6 of the Public Finance Management Act.

4.2 GTAC Proclamation

The formal establishment of GTAC was gazetted on 30 March 2012¹. The Government Notice states that its object is 'to assist Organs of State in building their capacity for efficient, effective and transparent financial management'.

It lists GTAC's functions as:

- To render technical consulting services to centre-of-government departments and organs of state;²
- To provide specialised procurement support for high-impact government initiatives;
- To render advice on the feasibility of infrastructure projects;
- To provide knowledge management for projects undertaken; and
- Anything ancillary to the functions listed³.

4.3 Ministerial Guidance and Instructions⁴

In the context of the National Development Plan (NDP) and government's Medium-Term Strategic Framework (MTSF), GTAC's primary contribution lies in building a capable state. According to the National Treasury's 2016 Annual Performance Plan, the National Development Plan 'charts a growth trajectory to reduce poverty and inequality, and envisages a country in which citizens have the capabilities to access available opportunities equitably. These capabilities include education and skills, decent accommodation, nutrition, safe communities, social security and transport, facilitated by a capable state and a growing, resilient economy.' The 2014–2019 MTSF 'directs government to invest in infrastructure development, create jobs, transform South Africa to a low-carbon economy and bring about social transformation and unity. In the current constrained fiscal environment, the National Treasury will continue to channel resources towards the critical outcomes of the NDP and the MTSF. The global economic crisis has caused a deceleration in economic growth, and South Africa's low growth continues to place the fiscus under considerable pressure. This compels the National Treasury to be vigilant in managing competing demands on public funds.'

In developing its strategic plan over the medium term, GTAC sought general guidance from the Minister of Finance, in keeping with the provisions of its founding Notice. The Minister confirmed GTAC's central objective to assist organs of state in building their capacity for efficient, effective and transparent financial management. He instructed that to this end, GTAC should, within its available resources, give priority to:

- Support for *inclusive growth*, consistent with a broad-based development strategy that stimulates employment and income-generating opportunities;
- Enhanced *private sector participation* in infrastructure investment, job creation and financing development;
- Strengthening of *institutional governance, planning and resource management* to achieve value for money and sound public administration;
- The promotion of *effective stakeholder partnerships* in city development, education, social services and economic development; and
- The advancement of *policy analysis, public economics and evidence based public finance* advice to help meet the needs of the National Treasury and government and to promote broader public understanding.

GTAC is mandated to coordinate the implementation of the Treasury's Programme 8: Technical Support and Development Finance. This includes the establishment and support of appropriately structured steering committees for the sub-programmes of Programme 8, which incorporate the responsible senior managers from the Treasury and other relevant departments.

¹ Government Notice 261, 30 March 2012.

² Centre-of-government departments are the National Treasury and the departments of Planning, Monitoring and Evaluation; Public Service and Administration; and Cooperative Governance.

³ Government Notice 261, 30 March 2012.

⁴ Government Gazette, no. 25 of 2012, and GTAC Business Case, 2011.

5 SITUATION ANALYSIS

5.1 Rationale for the Establishment of GTAC

5.1.1 Background

The rationale for the establishment of GTAC is the consolidation of the National Treasury's advisory and support activities in a dedicated centre with skilled expertise. The advantages of such an arrangement are summarised in Table 1. To realise the benefits of scale and coordination while providing ongoing transaction support, advisory activities and programme management, GTAC's management has undertaken a series of consultations over the past two years to inform a new operational framework. This framework builds on the capacities and processes of GTAC's founding units, as well as the operational framework outlined in the 2011 business case.

Table 1: Advantages of the central coordination of advisory functions⁵

Improved governance	The advisory and support functions are separated from the regulatory functions of the National Treasury
Improved service delivery through a single entry point	A broader and more diverse range of services can be offered, drawing on synergies between complementary advisory and support activities and building on GTAC's convening and coordination capabilities
Enhanced quality of services	Better services and value for money are obtained through consolidation and effective coordination to leverage economies of scale and strengthen quality assurance
Optimised performance	Improved performance is achieved through partnership with international development agencies, research and academic institutions and the private sector to innovate, learn lessons and upscale interventions in government

The organisation's primary resources are its people and the knowledge and tools associated with its principal service offerings. As outlined in the business case, its human capital comprises three parts:

- Professional and administrative employees appointed in terms of the Public Service Act;
- Long-term advisors on contract, appointed for their specialised expertise and professional experience in public management and organisational development; and
- Short-term and ad hoc technical and professional service providers appointed for specific assignments and projects.

5.1.2 GTAC Business Case

The 2011 business case recommended that GTAC be established as a government component in terms of the Public Service Act. It would initially comprise the activities of the former Technical Assistance Unit and the non-regulatory functions of the Public-Private Partnership (PPP) Unit. The business case suggested that the Neighbourhood Development Programme and the Infrastructure Delivery Improvement Programme could be included in GTAC's functions in future.

The **Technical Assistance Unit** had its origins in the Programme Management Service, which was established in the mid-1990s to support key initiatives of the Reconstruction and Development Programme Office in the Presidency. This team of engineering and project management advisors was transferred to the Department of Finance in 1999 and became the Technical Assistance Unit in the Public Finance Division of the National Treasury in 2001.

The **PPP Unit** stemmed from a 1999 Cabinet decision to endorse a framework for private financing of public infrastructure and services, subject to appropriate value for money, affordability and risk transfer considerations. The unit was established in the Budget Office of the Treasury to provide advice on PPP transactions and to manage the Treasury's associated regulatory responsibilities.

The **Neighbourhood Development Programme** was initiated in 2006, and administers the neighbourhood development partnership grants to municipalities. These include current technical support grants and capital grants for public infrastructure projects aimed at attracting private investment and community development in townships and underserved residential areas.

⁵GTAC Business Case, 2011.

The *Infrastructure Delivery Improvement Programme* is a capacity building initiative that is mainly focused on supporting provincial departments through the infrastructure delivery management toolkit developed in partnership with the Construction Industry Development Board.

5.1.3 Programme 8 and GTAC

As a government component and agency of the National Treasury, GTAC forms part of Programme 8⁶ of the Treasury vote: Technical Support and Development Finance,⁷ and provides a coordinating office for the programme. From 2014/15 to 2016/17, GTAC's strategic and annual performance plans and associated output targets were included in the published planning documents of the National Treasury.

The National Treasury's 2016 Annual Performance Plan lists five strategic objectives for Programme 8:

- Establish GTAC as a centre of excellence in public sector advisory services, transaction support, project management and public finance management.
- Improve local government financial management.
- Promote urban integration and neighbourhood development.
- Facilitate employment creation and inclusive growth.
- Improve infrastructure planning, management and skills development.

The Programme 8 expenditure for 2012/13 to 2015/16 and the estimates in terms of the Medium-Term Expenditure Framework (MTEF) for 2016/17 to 2018/19 are summarised in Table 2 overleaf.

5.1.4 Current Context

With effect from April 2014, the Minister of Finance assigned the following functions of the National Treasury to GTAC: the activities of the Technical Assistance Unit, the non-regulatory functions of the PPP Unit, the infrastructure advisory work of the National Capital Projects Unit, the performance and expenditure review project, and the Jobs Fund Project Management Unit. Personnel associated with these functions were initially seconded to GTAC. Corporate service functions are provided in terms of a shared service agreement with the National Treasury.

The Neighbourhood Development and Infrastructure Delivery Improvement programmes currently remain under the management of the Intergovernmental Relations Division.

⁶ Provides advisory services, programme management and development finance support to improve public finance management, support high-impact government initiatives, facilitate employment creation and strengthen infrastructure planning and delivery.

⁷ National Treasury Annual Performance Plan.

In October 2015, GTAC took full responsibility for its human resource management function, and the transfer of 90 staff members was concluded.

Table 2: Expenditure on Programme 8, Technical Support and Development Finance

Sub-programme	Audited outcome			Adjusted appropriation	Medium-term expenditure estimates		
	2012/13	2013/14	2014/15		2015/16	2016/17	2017/18
R thousand							
Government Technical Advisory Centre	61 410	69 738	79 752	83 609	88 006	89 878	95 091
Local Government Financial Management Support¹							
Local government financial management grant	402 753	424 798	449 138	452 491	465 264	502 006	531 122
Municipal Finance Improvement Programme	109 962	121 498	98 788	121 455	126 671	134 538	140 841
Urban Development and Support²							
Neighbourhood development grant	658 132	640 935	620 390	632 895	646 209	691 134	731 220
Integrated city development grant		40 000	255 000	251 300	266 805	292 119	309 062
Employment Creation Facilitation³							
Project Management Unit	45 328	49 678	48 274	85 256	100 011	102 375	108 313
Jobs Fund project disbursements	535 540	893 205	1 164 888	912 031	682 872	809 880	1230 053
SALDRU Econ3x3 research project ⁴	9 000	10 000		6 200			
Infrastructure Development Support⁵							
Infrastructure Delivery Improvement Programme	85 000	88 965	29 396	66 391	83 809	90 026	93 057
City Support Programme			43 297	38 500	44 600	44 290	46 825
Infrastructure skills development grant	75 460	98 500	104 425	124 465	130 471	140 774	148 939
Total	1 982 585	2 437 317	2 893 348	2 774 593	2 634 718	2 897 020	3 434 523
<p>1. Managed by the Office of the Accountant-General. 2. Managed by the Intergovernmental Relations Division. 3. Managed by GTAC on behalf of the National Treasury. 4. South African Labour and Development Research Unit. 5. Managed by the Intergovernmental Relations Division.</p>							

5.1.5 Operating Framework

Two central organising capabilities are reflected in the operational framework. The first is a *project administration* system capable of responding promptly to client requests and mobilising appropriate resources for a wide range of activities. Recognising the distinct management requirements of its various portfolios of work, GTAC has adopted a flexible approach to developing its administrative capacity, with a strong emphasis on responsible governance, reporting and monitoring, and financial accountability. The second organising principle involves *knowledge development and capacity building* through partnerships with other organisations and centres of excellence, including development finance institutions, universities, research centres and development agencies. Knowledge-based tools and products have evolved out of the support for transactions such as PPPs, a significant number of technical advisory projects, and more recently, experience in performance and expenditure reviews and contracting the management and administration of the Jobs Fund Project Management Unit. A strong *publications and communication capacity* is central to GTAC's knowledge management role. In partnership with the National Treasury, a public economics capacity building initiative was launched, beginning with an inaugural Winter School held in July 2016.

5.1.6 Administrative Model

In addition to the Office of the Head of GTAC, the organisation's management and administrative functions are structured as follows:

- *Strategy, Management and Communication* comprise governance, planning, reporting, partnerships, knowledge management, publications and communication activities.
- *Financial Management*.
- *Human Capital Management and Corporate Support Services* comprise professional service procurement, human resource management and corporate support, including facilities administration and information systems.

5.1.7 Technical and Advisory Model

GTAC's advisory and project management activities are organised into the following business units:

- *Transaction Advisory Services*, which includes support for PPPs;
- *Capital Projects Appraisal*, which focuses mainly on energy and transport investment plans;
- *Technical Consulting Services*, which includes advisory projects on public management and organisational development, social services, economic development, infrastructure support and human settlements;
- *Public Economics and Policy Analysis*, which includes public economics capacity building and performance and expenditure reviews;
- *The Jobs Fund Project Management Unit*; and
- *The Municipal Finance Improvement Programme Project Management Unit*.

Regional offices have been established in Cape Town and Buffalo City in view of work requirements in these centres, and the possibility of an office in KwaZulu-Natal will be explored.

5.2 Performance Environment

The Public Finance Management Act obliges all accounting officers to exercise effective, efficient, economical and transparent use of public resources (section 38(1)(b)). It also requires the National Treasury to promote and enforce transparency and the effective management of the revenue, expenditure, assets and liabilities of departments, public entities and constitutional institutions (section 6(1)(g)). It empowers the National Treasury to assist departments and constitutional institutions in building their capacity for efficient, effective and transparent financial management, and to take any further actions necessary to fulfil its responsibilities effectively (section 6(2)(d) and (g)). GTAC's functions and powers derive from this statutory mandate.

Chapter 2 of the Constitution sets out the state's responsibility to promote equality, human dignity and the progressive realisation of social and economic rights. Against a backdrop of limited resources and slow growth, this responsibility requires the state to prioritise sound financial management, transparency and value for money in the delivery of public services.

GTAC was established as a government component in terms of section 7A(4) of the Public Service Act (1994) through Government Notice 261, Gazette 35194, of 30 March 2012. Its founding Notice indicates that it provides services to its clients as authorised by law, including agreements with the National Treasury, centre-of-government departments and organs of state. Its services are typically initiated by a request from a client organ of state. Agreements to provide services that relate to the core mandate of a centre-of-government department are subject to arrangements or direction received from the relevant department.

GTAC operates within the general guidance provided by the Minister of Finance. The Minister may, subject to applicable legislation, instruct it to:

- Provide services regarding financial planning for and the costing of policies that are being developed.
- Provide economic analysis and actuarial advice on programmes and projects.
- Perform other functions that are complementary or additional to the functions listed.

Where such functions were previously performed by the National Treasury, an agreement for the orderly and efficient transfer of that function to GTAC is required.

Subject to the National Treasury's agreement and authority under law, GTAC may perform functions outside the Republic.

The founding Notice further prohibits GTAC from providing services in competition with the private sector or from participating in tender or supply chain operations open to private sector service providers.

5.2.1 GTAC Business Offering

In respect of **transaction advisory services**, GTAC is to support infrastructure planning, feasibility and cost-benefit appraisal, financial analysis (including diversifying sources of infrastructure funding), competitive procurement and contract negotiation as part of the National Treasury's focus on improving budgeting and financing processes. Its transaction advisory services are to include both direct (conventional) procurement initiatives and PPPs, subject to the relevant regulations and prescripts. It should also facilitate engagement between departments or spending agencies and the Treasury on project plans, budgeting and infrastructure finance. Another focus area is training and support for project planning, preparation, procurement and contract management, and support for provinces and municipalities on infrastructure projects and PPPs.

GTAC is mandated to promote partnerships between government and the private sector for effective and cost-efficient service delivery. It is to emphasise partnerships that support more inclusive development, better living conditions and improved access to services.

In **appraising capital projects**, GTAC is mandated to support the regulatory and project assessment responsibilities of the National Treasury and promote good practice in project evaluation and infrastructure planning across the public sector. Collaboration between national, provincial and local government and responsible state-owned companies in the development of network industries (energy, transport, water and communications) is to be a special area of focus.

In supporting **public management, organisational development and social services**, GTAC is to offer strategic planning and organisational design assistance, project management services and public finance management advice, informed by international practice and South African frameworks and standards. Priorities in social services include better school management, skills development and further education partnerships, health services management and the implementation of national health insurance. GTAC is also mandated to support social security reform and implementation.

In **economic development, infrastructure support and human settlements**, GTAC is mandated to support regional and local partnerships between public and private sector stakeholders to accelerate investment, job creation and integrated spatial development. Economic development priorities include strengthening development finance institutions, developing small enterprises and fostering sectoral development partnerships. Support for human settlements development includes promoting housing investment and associated infrastructure services, and cooperating with municipalities in local planning and economic development.

The Minister instructed GTAC to establish a **financial and actuarial analysis** unit that can contribute to long-term fiscal and financial sustainability, build project appraisal capacity, and provide advisory services on remuneration and pensions.

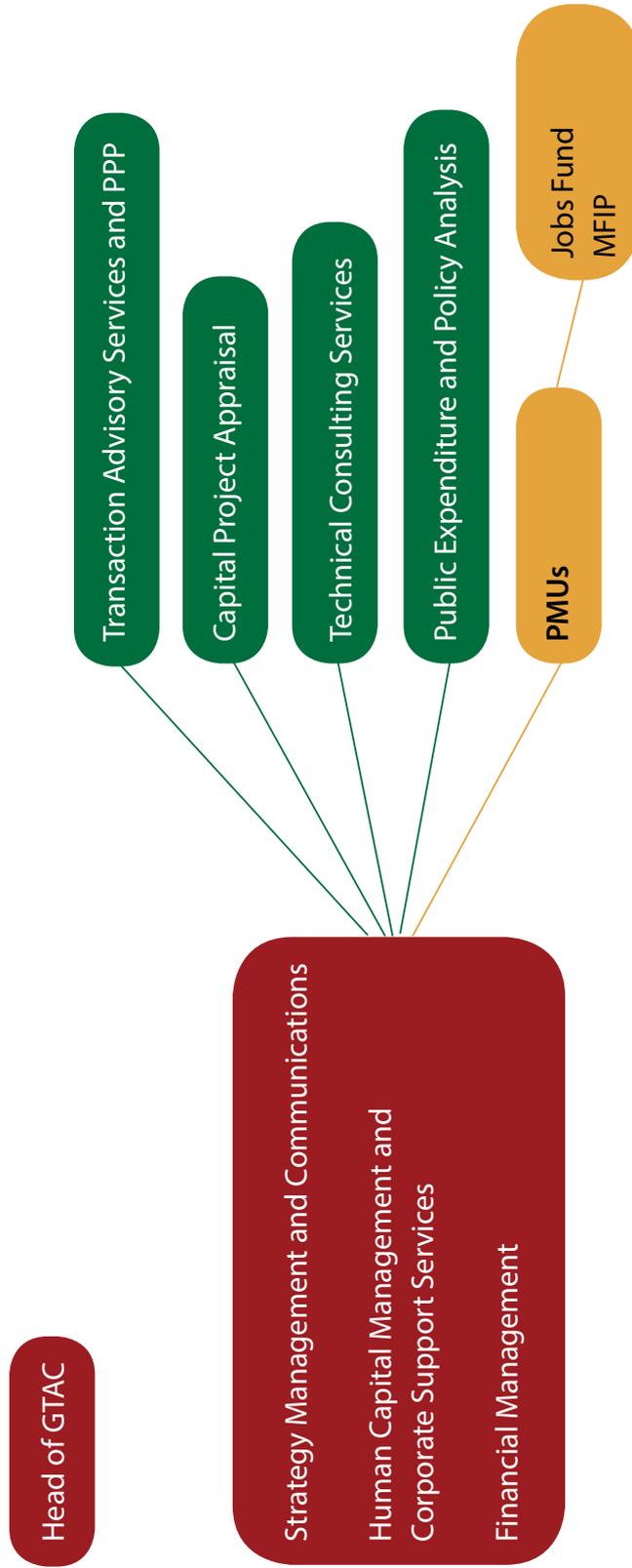
GTAC is to continue the programme of performance and expenditure reviews, as part of a broader focus on **public economics and policy analysis**. Other continuing activities include support for the Treasury's budget reform and policy advisory responsibilities, implementing the public economics capacity building initiative in partnership with higher education institutions, stimulating research and analysis, and disseminating findings to promote evidence-based policy and planning.

The Minister endorsed GTAC's *continued operational management of the Jobs Fund*, along with the associated in-depth review and evaluation of employment policies, programmes and partnership initiatives. The Minister also agreed to an extension of the *Municipal Finance Improvement Programme*, as well as GTAC's continued support for the Neighbourhood Development Partnership, City Support, and Infrastructure Delivery Improvement programmes. Finally, the Minister agreed that a GTAC Technical Advisory Committee should be established, in keeping with the provisions of the Public Service Act.

5.2.2 Establishing a Technical Advisory Committee

In keeping with provisions of the Public Service Act, GTAC's founding Notice allows for a Technical Advisory Committee to be appointed, and for its membership to include representatives of the centre-of-government departments. It is envisaged that this committee will be established in 2017. Institutional reform at this scale will take time, given the resource and organisational changes needed.

Table 3: GTAC's organisational structure



LEGEND

- Programme 1: Management and Support Services
- Programme 2: Transaction and Advisory Services
- Programme 3: Programme Management Units (PMUs)

5.3 Strategic Planning Process⁸

GTAC followed an extensive business planning process to inform the development of its strategic plan. The ongoing, consultative internal process, primarily with the GTAC senior management, was informed by the Proclamation⁹ and the National Development Plan priority of building a capable and professional public sector.

5.4 GTAC Strategic Trajectory

Over the planning period, GTAC will focus its efforts on a new strategic mandate, under the guidance of the Minister of Finance.

GTAC's establishment is being implemented in three phases. The *first* focused on consolidating existing programmes and activities, while consulting and reflecting on strategic priorities and possible organisational shifts needed to meet future objectives. GTAC initiated partnerships with the Office of the Accountant-General and the National Treasury's Intergovernmental Relations Division to manage the implementation of a second Municipal Finance Improvement Programme (MFIP II) and contribute to the Cities Support Programme. The administration of the Jobs Fund was transferred to GTAC from the Development Bank of Southern Africa (DBSA).

This *second phase* involves expanding services and realising the benefits of complementary capacity across GTAC's various advisory and programme management activities. It comprises several processes, including:

- Reorganising management and corporate service functions to provide appropriate support, and developing the systems needed for the project management and delivery model, including quality assurance and reporting systems to improve efficiencies and streamline reporting;
- Strengthening partnerships with development agencies, research and academic institutions and the private sector to improve GTAC's responsiveness to the Treasury and centre-of-government departments;
- Supplementing capacity for newer areas of work, including actuarial and financial analysis and public policy support; and
- Appointing long-term advisors to provide this expertise and strengthen existing advisory capacity, while allowing flexibility in the use of the services to accommodate changes in business requirements.

GTAC also continues to use its panel of professional service providers and public procurement processes, as needed, to meet specific requirements for technical and management expertise. Regional offices have been established in the Western and Eastern Cape, and consideration is being given to an office in KwaZulu-Natal. The intention is to use local expertise more efficiently while building local capacity.

The third phase of GTAC's evolution will include recruitment and staff development to strengthen internal professional capacity. The aim will be to consolidate capacity building and give effect to the new mandate, bringing expertise and advisory experience to the challenges of inclusive growth and improved governance in support of the National Treasury and other centre-of-government departments.

⁸ GTAC Business Case, 2011.

⁹ Government Gazette, no. 25 of 2012.

6 STRATEGIC OUTCOME-ORIENTED GOALS

6.1 PROGRAMME 1: Management and Support Services

GTAC's Management and Support Services programme aims to create an enabling environment to support the organisation's business activities. This includes GTAC's project management system, human capital management, procurement of professional services, financial management and knowledge management activities. GTAC also coordinates Programme 8 on behalf of the National Treasury. GTAC's corporate services also address issues of statutory compliance, quality assurance, risk management, integrity management and diversity management.

Strategic support functions managed within Programme 1 include the establishment and ongoing strategic management of partnerships with other centres of excellence; research and academic organisations and international development partners. The Public Economics Capacity Building Initiative, (which includes the establishment of an annual winter school on public economics and a graduate bursary programme) are priorities managed through partnerships with development agencies in collaboration with the National Treasury.

Finally, Programme 1 is responsible for the management of a project development facility through which the preparation costs of potential PPP projects, neighbourhood development partnership projects and other catalytic interventions are financed.

The GTAC knowledge management and communications team provides the institutional mechanism through which technical work undertaken is captured and used for a range of innovative shared learning opportunities. The communications team oversees a substantial publications programme, including the *Development Southern Africa* journal, the GTAC website and a biweekly newsletter called *WhatsUp*.

6.2 PROGRAMME 2: Transaction and Advisory Services

GTAC's Transaction and Advisory Services programme is the core business of the organisation. It supports the National Treasury's strategic requirements and undertakes initiatives on request from other organs of state. It provides the following support functions:

- Transaction advisory services and support for PPPs
- Capital Projects Appraisal
- Technical consulting services
- Public expenditure and policy analysis.

These portfolios of advisory and technical consulting projects draw on both long-term advisors and project-specific professional service contractors to supplement internal capacity.

Outcome Statement 2	Advisory and technical support services are rendered for improved public sector governance, analyses and capacity building
Outcome indicator	Number of requests for support are sustained (cumulative)
Baseline	A total of 120 advisory and technical support projects requests registered
Justification	Requests for project support in building a capable state are sustained over the MTEF period, indicating the value of advisory projects for recipient organs of state

6.3 PROGRAMME 3: Programme Management Services

On behalf of National Treasury, GTAC established a project management unit for the Employment Creation Facilitation Programme (the Jobs Fund), which was initiated in 2011 as a multi-year, R9 billion partnership programme to support innovative employment initiatives. While the unit was initially set up at the DBSA, GTAC has managed it since August 2014.

The Jobs Fund Project Management Unit reports to an Investment Committee chaired by the Deputy Minister of Finance. It is responsible for issuing calls for proposals, evaluating project proposals, contracting with implementing partners, monitoring progress, and evaluating results. The Jobs Fund has implemented six funding rounds, and by mid-2016 had 97 projects in implementation.

Administration costs are reflected in GTAC's accounts and are recovered from the National Treasury. The unit manages disbursements to Jobs Fund partners and maintains a disbursement account through which these payments are administered on behalf of the National Treasury. The unit also oversees the Research Project on Employment, Income Distribution and Inclusive Growth (REDI), based at the South African Labour and Development Research Unit at the University of Cape Town, and the associated www.econ3x3.org website.

On behalf of the Office of the Accountant-General, GTAC has established a Project Management Unit for the Municipal Finance Improvement Programme, and contracts advisors to municipalities and the national and provincial treasuries as part of this initiative. The programme supports reforms in municipal financial reporting and the implementation of sound financial management in municipalities. The programme reports to a Steering Committee chaired by the Accountant-General.

Outcome Statement 3	GTAC enables efficient functioning of PMUs
Outcome indicator	PMUs able to deliver efficient programme and project management services
Baseline	Administrative support currently provided to the Jobs Fund and MFIP PMUs
Justification	GTAC's model allows for the flexible procurement of the resources required for the effective functioning of the PMUs

6.4 GTAC Budget Programmes and Accounts

As noted, GTAC is established as a government component as defined in section 1 of the Public Service Act, and its staff are appointed under the Public Service Act. Notwithstanding this status, the Minister of Finance has determined that GTAC should prepare its financial statements in keeping with Generally Recognised Accounting Practice.

GTAC is funded from:

- Money appropriated by an Act of Parliament;
- Money recovered from organs of state for which GTAC has rendered services;
- Donor funding; and
- Interest.

In terms of an agreement between the Department of Energy, the National Treasury and the DBSA, GTAC maintains an Independent Power Producers (IPP) Procurement Account through which the DBSA is reimbursed for the administrative expenditure of the IPP Office (see Annexure A).

An agreement between the National Treasury and GTAC provides for shared corporate service functions, service levels, the transfer of assets and employees, financial arrangements and other matters necessary for the effective and efficient functioning of GTAC. The parties jointly review this agreement every year.

6.4.1 Overview of GTAC Financial Accounts¹⁰

GTAC's accounts are set out in two segments. The first comprises advisory and programme management services, and the second is the ring-fenced account of the IPP Procurement Programme. The former is financed through a National Treasury appropriation, cost recovery from client departments and donor funding. The latter receives income from registration and project development fees from bidders participating in the renewable energy and other IPP programmes. This revenue is used in part to reimburse the DBSA for the administrative expenditure of the IPP Office. The financial statements for 2014/15 and 2015/16 are summarised in the tables below. Given the nature of both the advisory and programme management activities and the IPP Procurement Programme, these revenue and expenditure projections are subject to considerable uncertainty.

Table 4: GTAC Expenditure Estimates

Government Technical Advisory Centre	Audited outcome	Audited outcome	Revised estimate	Medium-term estimate		
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
R thousand						
Administration	37 384	24 859	54 441	72 785	82 086	85 999
Technical and Professional Services	104 080	172 568	139 133	125 745	128 694	139 772
Project Management Unit (Jobs Fund, MFIP II, Employment Creation Facilitation Fund and Neighbourhood Development Programme)	25 759	153 585	270 361	254 940	267 889	282 751
Project Management Unit (IPP) ¹¹	398 303	479 973	-	-	-	-
Total expense	565 526	830 985	463 935	453 470	478 669	508 522

Table 5: Statement of financial performance

Statement of Financial Performance	Audited outcome		Adjusted estimates	Medium-term expenditure			Average growth
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	
R thousand							
GTAC Advisory and Programme Management Services							
Revenue	191 444	391 206	458 419	445 470	468 669	496 522	2%
Expenditure	167 223	351 012	463 935	453 470	478 669	508 522	2%
Total surplus (before interest)	24 221	40 194	(5 516)	(8 000)	(10 000)	(12 000)	30%
Interest revenue	12 868	27 980	10 000	8 000	10 000	12 000	6%
Surplus (deficit)	37 089	68 174	4 484	(0)	(0)	(0)	-104%
Net assets (end of period)	124 769	192 943	197 427	197 427	197 426	197 426	0%
Memo: Cash and cash equivalents (end of period)	439 417	459 916	385 201	448 065	435 768	356 433	-3%
Independent Power Procurement Programme							
Revenue	556 831	3 703					0%
Expenditure	398 303	479 973					0%
Total surplus (before interest)	158 528	(476 270)					0%
Interest revenue	25 081	36 859					0%
Surplus (deficit)	183 609	(439 411)					0%
Net assets (end of period)	124 769	192 943	-	-	-	-	0%
Consolidated net assets (end of period)	249 538	385 886	-	-	-	-	0%
Memo: Cash and cash equivalents (end of period)	1 151 873	872 582	-	-	-	-	0%

¹⁰ The transfer of functions to GTAC from National Treasury occurred in 2014; therefore, this budget reflects the timing of this transfer.

¹¹ Audited outcomes included the IPP; however, the MTEF period will not include the IPP, in view of a new Memorandum of Understanding assigning the accounting for this function to the DBSA.

GTAC's comprehensive income for the period 2014 to 2020 is summarised in Table 6.

Table 6: Statement of comprehensive income over the MTEF period

Statement of Comprehensive Income	Audited outcome	Audited outcome	Revised estimate	Medium-term estimate			% growth
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	
R thousand							
Revenue							
Tax revenue	-	-	-	-	-	-	
Non-tax revenue	574 333	83 429	131 441	71 685	79 595	94 107	4%
Sale of goods and services other than capital assets of which:	574 333	83 429	131 441	71 685	79 595	94 107	4%
Administrative fees	574 333	79 726	131 441	71 685	79 595	94 107	6%
Sales by market establishment	-	3 703	-				-100%
Other sales	-	-	-	-	-	-	
Other non-tax revenue	211 891	376 319	396 862	381 785	399 072	414 416	3%
Interest, dividends and rent on land	37 948	64 839	29 068	8 000	10 000	12 000	-43%
Transfers received	139 499	258 627	326 856	345 758	359 745	379 242	14%
Donor funds received	34 444	52 853	40 938	28 027	29 327	23 174	-24%
Total revenue	786 224	459 748	528 303	453 470	478 667	508 523	3%
Expenses							0%
Current expenses	565 501	830 727	463 458	450 720	476 128	507 749	-15%
Compensation of employees	35 060	62 861	100 469	112 001	119 841	128 230	27%
Goods and services	530 441	767 867	362 989	338 719	356 287	379 519	-21%
Depreciation	25	257	477	2 660	2 444	674	38%
Transfers and subsidies	-	-	-	90	95	100	0%
Total expenses	565 526	830 985	463 935	453 470	478 667	508 523	-15%
Surplus/(Deficit)	220 698	(371 237)	64 368	-	-	-	-100%

PART B

Strategic Objectives

7 PROGRAMME 1: MANAGEMENT AND SUPPORT SERVICES

7.1 Purpose

To provide proactive leadership that enable effective stakeholder management to optimise opportunities for shared learning and efficient knowledge management.

7.2 Outcome Statement

GTAC is recognised as a centre of excellence in utilising strategic partnerships to deliver shared learning opportunities and develop public economics and policy capabilities

7.3 Overview

GTAC's mandate includes a shared learning approach. This encompasses a focus on developing strategic partnerships to deliver on its mandate, generating external publications, improving communications, and strengthening other knowledge management initiatives for optimal shared learning. The value of shared learning across government improves systemic efficiencies as well as opportunities for better intergovernmental collaboration.

7.4 Strategic Programme Plan

The strategic programme for management and support services is to provide a responsive internal support system for delivering against GTAC's business model. This requires the support service to deliver effective collaborative and coordinated administrative management to provide an effective interface across the business units.

A core dimension of this central operational Programme is the responsibility to manage and coordinate stakeholder partnerships strategically across the organisation.

This strategic priority is to **strengthen partnerships with other organisations and centres of excellence**, including universities, research institutions and development agencies, to expand, optimise and improve the quality and reach of knowledge products, research and policy insights.

A flagship initiative in this regard is GTAC's capacity building programme in public economics. This programme is implemented in collaboration with the Treasury, universities and research centres in order to influence the public policy component of academic programmes. It aims to bridge the gap between conceptual learning and informed analysis of policies and development programmes, for improved quality and depth of decision-making in public institutions. The strategic outcome being pursued is to address the longer-term institutional capacity needs in the public economics space by stimulating the interest of young economics graduates in a career in the public sector. It also promotes research in public economics to improve public policy analysis.

7.5 Strategic Objectives

Strategic objective 1.1	Strengthen partnerships to influence the quality and rigour of public policy advocacy efforts delivered through GTAC
Objective statement	Develop guidelines and implement the delivery of key partnerships to improve the visibility and reach of GTAC's work
Baseline	Series of inherited partnerships which have been historically established
Justification	Partnerships have been unevenly managed to deliver strategic business priorities. There is therefore a need to ensure that these Partnerships are fit for purpose and reflect strategic priorities
Links	National Development Plan, National Treasury Strategic Plan, Public Service Act, PFMA, Treasury Regulations and Public Service Regulations

8 PROGRAMME 2: TRANSACTION AND ADVISORY SERVICES

8.1 Purpose

To contribute to identified organisational and advisory needs in government to address the broader challenges of public sector governance, analyses and capacity building.

8.2 Outcome Statement

Advisory and technical support services are requested for improved public sector governance, analyses and capacity building.

8.3 Overview

GTAC's advisory and technical support activities are organised as follows:

- Transaction advisory services and PPPs
- Capital Projects Appraisal
- Technical consulting services
- Performance, expenditure and policy analysis.

These areas of work are supported by internal professional and administrative staff, long-term advisors and technical expertise contracted for specific assignments. Strategic partnerships with research institutions and other centres of expertise contribute to the development of advisory and support interventions and systematic management of knowledge and publications.

8.4 Strategic Programme Plan

The strategic programme for technical and advisory services is to provide rigorous, targeted and informed advice, tools and methodologies to support centre-of-government departments and organs of state in improving delivery on government priorities. Specifically, this includes improved decision-making capability in pursuit of an inclusive growth agenda, with the requisite skills and capacity to conceptualise, plan and deliver successfully on mandates. The programme delivers long- and short-term support, utilising a mix of internal professional staff, long-term advisors and specialised technical expertise as needed. It includes four strategic priorities for providing analysis and insights with a view to improving the cost-effectiveness of government expenditure, with a focus on improving value for money and efficiency in the system.

- *Advisory services to organs of state to plan, contract and execute PPPs and other large or complex infrastructure or public service transactions.* This includes improving and diversifying arrangements for infrastructure financing, enhancing the role of the private sector in social and economic investment, and assisting in training and capacity building in the development and implementation of PPPs.
- *Assistance to the National Treasury in its review and assessment of infrastructure investment proposals and feasibility studies,* to ensure affordability, value for money and efficiency in infrastructure expenditure and the development of network industry sectors. The main activities of this unit are the assessment and appraisal of the economic and financial viability of proposed large infrastructure investment projects, so as to provide a deep understanding of the value-for-money prospects of investments and their strategic fit with the National Development Plan and South Africa's socio-economic objectives, weighed against their cost-effectiveness, wider economic benefits and likely achievability of their implementation plans.
- *Advice and support to centre-of-government departments and organs of state to strengthen the capacity for better financial management* to deliver on government's inclusive growth agenda. This includes strengthening their skills and capacity to conceptualise, plan and effectively integrate planning across spheres of government. Activities are clustered into two broad functional thematic areas:

a) Education, health and social development services, and b) Economic development, infrastructure development, municipal support and human settlements. The programme provides responsive support that intervenes at specific points with a view to building institutional capacity and strengthening accountability.

- *Analysis of and insights into the performance, cost-effectiveness and expenditure trends of selected government programmes.* The programme assists responsible authorities and stakeholders in assessing the financing and service delivery implications of policies and programme design. It also analyses allocations and spending patterns across all spheres of government, public entities and frontline service delivery sites to provide an in-depth understanding of historical expenditure patterns. This involves scrutinising both expenditure and programme performance data, and quantifies the implications of legislative changes and policy choices.

8.5 Strategic Objectives

Strategic objective 2.1	Provide advisory services to organs of state to plan, contract and execute PPPs in large or complex infrastructure transactions
Strategic objective 2.2	Assist the National Treasury in its review and assessment of infrastructure investment proposals and feasibility studies
Strategic objective 2.3	Provide advice and support to centre-of-government departments and organs of state to strengthen capacity
Strategic objective 2.4	Provide analysis and insights into the performance, cost-effectiveness and expenditure trends of selected government programmes

8.6 Sub-Programme: Transaction Advisory Services and PPPs

8.6.1 Purpose

To support organs of state, on a demand-driven basis, with advisory services in the planning, contracting and execution of PPPs and other large or complex infrastructure or public service transactions.

8.6.2 Overview

Transaction support services include advice on regulatory requirements and good practice on a wide range of national, provincial and local government transactions, including precinct development and government accommodation projects, the implementation of alternative energy technologies, IT services, special economic zones and hospital services. Other elements are monitoring and advice on project implementation and contract management of existing PPPs.

GTAC also seeks to improve arrangements for infrastructure financing, to enhance the role of the private sector in social and economic investment, and to assist in training and capacity building in the development and implementation of PPPs.

8.6.3 Strategic Programme Plan

The strategic plan for this sub-programme comprises the following initiatives:

Deal flow: The aim is to increase the number of transaction advisory projects that reach financial close in the execution of a contract. The Transaction Advisory Services Unit has adopted a programmatic and sector-based approach to contribute to more cost-effective, targeted and sustainable support for regional and national infrastructure development. The principal sectors of transaction support are:

- *Power:* Diversification of electricity generation and combined electricity, heating and related services in public facilities;
- *Water:* Potable water supply and wastewater treatment;
- *Public real estate:* Unlocking the value of unused or underutilised local, provincial and national land and buildings, including consolidating dispersed government office accommodation; and
- *Transport:* Development and implementation of integrated provincial and municipal transportation systems.

In collaboration with the national and provincial treasuries and the relevant sectoral departments (Water and Sanitation, Environmental Affairs, Energy and Transport), the unit contributes to government's infrastructure development programme to promote value for money and sustainable and affordable services, and leverages private sector capacity.

Diversify sources of infrastructure funding: Work is underway on the possible terms and design of project bonds as a financing vehicle, in cooperation with the financial regulating arm of the National Treasury, the South African financial community and the Johannesburg Stock Exchange. In addition to support for the Treasury's reform of infrastructure budgeting and financing arrangements, future work could include tax increment financing, among other measures.

Capacity building and training: GTAC will continue its capacity building and training activities on PPP legislation, regulations and guidance documents. Regular training sessions on PPPs under the Public and Municipal Finance Management Acts and the Municipal Systems Act continue to attract significant attendance and will be expanded alongside other training efforts. The unit also contributes to training and capacity building internationally, with a focus on the African continent.

Oversight and ongoing contracts management: The unit will continue to oversee the implementation and contract management of existing infrastructure PPPs. This commonly includes revisions of or adjustments to PPP agreements to accommodate changing needs, sometimes with significant financial consequences. GTAC assists in making the required changes efficiently and in accordance with Treasury Regulation 16. It currently supports the Gautrain Management Authority on its additional rolling stock requirements and the possible expansion of the Gautrain system.

8.6.4 Strategic Objectives

Strategic objective 2.1	Provide advisory services to organs of state to plan, contract and execute PPPs in large or complex infrastructure transactions
Objective statement	Provide advisory services and support to departments, municipalities and state-owned enterprises in planning, procuring and executing high-impact and large infrastructure and PPP projects in line with policy frameworks and best practice
Baseline	The PPP Unit and later GTAC have provided such services since the inception of the PPP process
Justification	Most client departments will implement only one or a few large, complex PPP and infrastructure projects, which implies that few have the required experience and expertise. GTAC augments their capabilities and facilitates compliance and the development and sharing of best practice to ensure the successful planning, procurement and execution of such projects
Links	National Development Plan, National Treasury Strategic Plan, Public Service Act, PFMA, Treasury Regulations and Public Service Regulations

8.7 Sub-Programme: Capital Projects Appraisal

8.7.1 Purpose

The purpose of this sub-programme is to assist the National Treasury in its *review and assessment of infrastructure investment proposals and feasibility studies*, to ensure value for money, affordability and efficiency in infrastructure expenditure and the development of network industry sectors.

8.7.2 Overview

The main activities of this unit are the assessment and appraisal of the economic and financial viability of proposed large infrastructure investment projects, and related economic analyses. Its aim is to provide a deep understanding of the value-for-money prospects of investments, their strategic fit with the National Development Plan and South Africa's socio-economic objectives, the appropriateness of the timing and extent of the service to be provided, the cost-effectiveness and wider economic benefits to be delivered, the affordability of providing the service, the case for requiring the fiscus to provide funding, and the likely achievability of implementation plans. In addition, the analysis of infrastructure programmes aims to provide advice on the impact of project plans on the financial sustainability of public utilities, cost comparisons of alternatives, the appropriateness of proposed funding options, and considerations of a sectoral or systemic nature that might need to be resolved to ensure success in project delivery.

8.7.3 Strategic Programme Plan

The strategic plan for this sub-programme comprises the following initiatives:

Appraisal of large infrastructure projects: The sub-programme provides analytical and advisory capacity to facilitate the appraisal of large and complex projects in the energy, transport and water sectors. In addition to the growing number of projects it assesses on behalf of the Budget Office and the Public Finance division of the National Treasury, GTAC will continue to assist the Assets and Liabilities Management division in its oversight of state-owned companies. It will also support the Office of the Chief Procurement Officer, which is expected to review procurement plans and processes for major infrastructure projects.

Promotion of good practice in project appraisal: The unit will continue to publish and support good practice and appropriate methodologies for assessing the costs, benefits and value-for-money prospects of infrastructure investment projects. It studies and contributes to appropriate, practical approaches to infrastructure project appraisal in the South African context. In working with the Budget Office to advance good practice, it helps to develop guiding principles and strengthen capacity across government to undertake project appraisals.

Support for capital budgeting and financing reform: The Budget Office requires better processes for regulating and supporting social and economic infrastructure investment, particularly where capital projects rely on multi-year budget allocations. The unit will assist in the design of the capacity required in the Treasury, the system through which internal requests are coordinated, the introduction of revised regulatory processes, and the preparation of materials to help improve project appraisal processes.

Research and advice on private sector participation in public infrastructure delivery: The unit works with financial institutions and other stakeholders in exploring options for the effective mobilisation of private finance in infrastructure delivery. It provides advice on public and private financing options and the role of development finance institutions, benchmarked against evidence-based learning locally and internationally.

8.7.4 Strategic Objectives

Strategic objective 2.2	Assistance to the National Treasury in its review and assessment of infrastructure investment proposals and feasibility studies
Objective statement	Appraisal and assessment of infrastructure investment proposals and feasibility studies
Baseline	Capital appraisals in network industries
Justification	To assess value-for-money prospects, affordability, and efficiency to inform decision-making in infrastructure investments and the development of major capital projects
Links	National Development Plan, National Treasury Strategic Plan, Public Service Act, PFMA, Treasury Regulations and Public Service Regulations

8.8 Sub-Programme: Technical Consulting Services

8.8.1 Purpose

The purpose of this sub-programme is to advise and support centre-of-government departments and organs of state in building their capacity for better financial management to deliver inclusive growth. This includes strengthening their skills and capacity to conceptualise, plan and deliver successfully on their mandates. Activities are clustered in two broad areas:

- Education, health and social development services
- Economic development, infrastructure development, municipal support and human settlements.

8.8.2 Overview

The sub-programme supports results-based approaches to programme and project management, organisational development, strategic planning and performance management, in response to requests from organs of state. The support is adapted to meet their specific requirements and build institutional capacity and accountability.

The methodologies include support for strategic planning processes, facilitation, institutional strengthening, and the mapping of implementation modalities against government planning and policy frameworks. The rationale underpinning the selection of methodologies is a focus on outcomes-based planning. Advisory support is holistic and includes leadership guidance and the strengthening of performance management, monitoring and reporting systems.

8.8.3 Strategic Programme Plan

To give effect to government's development priorities, many organs of state need to adjust their strategies and plans, review institutional arrangements, identify new systems and work processes, work across multiple institutions and spheres, and provide effective leadership and management to take their organisations on a new path. GTAC provides targeted support for these management and organisational changes.

Drawing on lessons from experience in public sector advisory and technical assistance work, GTAC has developed documentation and training materials to help improve planning, budgeting and performance management in and across departments and government agencies. It serves as a knowledge resource centre on government frameworks, processes, programmes and policies, and supports institutional reviews, facilitation and multi-stakeholder project management across national, provincial and local government.

8.8.4 Strategic Objectives

Strategic objective 2.3	Advice and support to centre-of-government departments and organs of state to strengthen capacity
Objective statement	Contribute to better service delivery through enhancing public sector management capacity
Baseline	Suite of projects supported that provides public sector advisory and technical assistance support
Justification	Human development, poverty reduction and social progress depend on improving the quality and effectiveness of social service delivery
Links	National Development Plan, National Treasury Strategic Plan, Public Service Act, PFMA, Treasury Regulations and Public Service Regulations; transaction advisory services, performance expenditure reviews, policy analysis, partnerships, and knowledge management

8.9 Sub-Programme: Public Expenditure and Policy Analysis

8.9.1 Purpose

The purpose of this sub-programme is twofold:

- To provide analysis of and insights into the performance, cost-effectiveness and expenditure trends of selected government programmes;
- To assist responsible authorities and stakeholders in assessing the financing and service delivery implications of policies and programme design, for both current and new areas of service delivery.

8.9.2 Overview

Performance and expenditure reviews are widely used internationally to quantify, assess and improve the cost-effectiveness of public policy and spending. They involve scrutinising both expenditure and programme performance data, and are also used to cost the implications of legislative changes and policy choices. These reviews analyse allocation and spending patterns across all spheres of government, public entities and frontline service delivery sites, and provide an in-depth understanding of historical expenditure patterns. While these reviews primarily generate proposals for improving budget allocations over the medium term, they also examine the links between policy

intent and programme design, based on rigorous analysis of the underlying causal relationships. They offer a detailed assessment of the implementation logic of policy initiatives, which allow critical performance measures to be developed across all aspects and geographical locations.

The production of technical reports and costing or expenditure models is often the first step in a longer process of reform. Considerable consultation is frequently required as stakeholders process the implications of the performance and expenditure reviews. Within the National Treasury, intensive training on the methodologies of the review process has been initiated to improve the capacity for budget analysis. The publication of the performance and expenditure reviews has stimulated interest in and understanding of the challenges of policy implementation and expenditure management.

8.9.3 Strategic Programme Plan

The strategic plan for this sub-programme comprises the following initiatives:

Focus on provincial expenditure reviews: The 2017 performance and expenditure reviews will cover identified areas of provincial expenditure. This will allow new topical areas to be identified and will expose provincial staff to the analytical rigour of the review methodology. The reviews should help to strengthen public accountability, develop and benchmark impact, and influence policy decisions to improve development targets and outcomes.

In-depth review of personnel expenditure: In 2015, an analysis of personnel expenditure trends (using PERSAL datasets) was initiated on behalf of the Budget Office, beginning with a set of central administration departments. This analysis will proceed per sector, in collaboration with provinces and relevant departments.

Capacity building in policy analysis and expenditure reviews: In the planning period, GTAC aims to:

- Provide training on the expenditure review methodology within the National Treasury.
- Promote public expenditure and policy analysis as a research and post-graduate focus area.
- Probe new areas of analysis using administrative data sets along with conceptual mapping of government systems and service delivery models, to improve policy decision-making and implementation.
- Collaborate on the development of a data portal to systematise government’s expenditure information and make it more accessible.

8.9.4 Strategic Objectives

Strategic objective 2.4	Provide analysis and insights into the performance, cost-effectiveness and expenditure trends of selected government programmes
Objective statement	To provide analysis of and insights into the performance, cost-effectiveness and expenditure trends of selected government programmes and to capacitate responsible authorities to perform their own analyses using the proven methodologies and tools
Baseline	Methodologies and tools have been developed and refined over the past three years and the resulting analyses have been made available to relevant authorities. Further areas for analysis have been identified
Justification	To assist responsible authorities and stakeholders in assessing the financing and service delivery implications of policies and programme design, for both current and new areas of service delivery
Links	National Development Plan, National Treasury Strategic Plan, Public Service Act, PFMA, Treasury Regulations and Public Service Regulations

9 PROGRAMME 3: PROGRAMME MANAGEMENT SERVICES

9.1 Purpose

To support the establishment and operations of Project Management Units (PMUs).¹²

9.2 Outcome Statement

GTAC enables efficient functioning of PMUs.

9.3 Overview

GTAC support comprises programme and project management, administrative, technical advisory and resourcing support. An important component of this support is the facilitation of the shared learning opportunities across PMUs, other GTAC business units, and government more broadly. The PMUs have very specific governance and financial accountability arrangements through which programmatic decisions are made. Administration costs are reflected in GTAC's accounts and are recovered from the National Treasury.

Jobs Fund Project Management Unit: This PMU oversees a portfolio of grant-funded employment facilitation projects, undertaken by a range of private and public sector implementing partners. The Jobs Fund Investment Committee has the responsibility for and authority over the content of the programme, including investment decisions and performance oversight.

Municipal Finance Improvement Programme: This PMU supports the national and provincial treasuries and targeted municipalities in strengthening municipal financial management. These programmes form part of Programme 8 on the Treasury vote. The Office of the Accountant-General has the responsibility for and authority over the content of the programme and its performance.

9.4 Strategic Programme Plan

The **Jobs Fund Project Management Unit** awards grants through a competitive project application process that rewards the best ideas for meeting national job creation targets. Funding allocations are transparent, open and competitive, and are made by an independent investment committee. The investment committee is chaired by the Deputy Minister of Finance. It is responsible for issuing calls for proposals, evaluating project proposals, contracting with implementing partners, monitoring progress, and evaluating results.

The Jobs Fund has implemented six funding rounds, and by mid-2016 had 97 projects in implementation. Project partners are required to share the risks and costs of a project by matching the allocation from the grant fund.

The unit manages disbursements to Jobs Fund partners and maintains a disbursement account through which these payments are administered on behalf of the Treasury. The unit also oversees the Research project on Employment, Income Distribution and Inclusive Growth (REDI), based at the South African Labour and Development Research Unit at the University of Cape Town and provides inputs to the associated www.econ3x3.org website.

On behalf of the Office of the Accountant-General, GTAC has established a project management unit for **MFIP**, and contracts advisors to municipalities and the national and provincial treasuries as part of this initiative. The programme supports reforms in municipal financial reporting and the implementation of sound financial management in municipalities. The MFIP Programme Steering Committee, chaired by the Accountant-General, provides advice on programme priorities and actions.

MFIP is a demand-driven programme of technical assistance designed to build the financial management capacity of municipalities through the placement of technical advisors within their budget and treasury offices. The programme supports municipalities in two ways:

¹² The substantive performance of these programmes is reported through Programme 8 of the National Treasury.

- *Effective oversight and management through a project management unit:* The unit is responsible for, among others, determining, planning and preparing the overall work programme; managing the budget of the MFIP; formulating the scope of work and specific project objectives; authorising all projects in support of the programme, including their direction, content, milestones, and quality and reporting standards; and providing and transferring funds in good time.
- *Placement of skilled and experienced technical advisors:* The core activity of the programme is to capacitate, guide and assist in the development of officials working within municipal budget and provincial treasury offices. The aim is to support the implementation of the broader financial management reform objectives of the National Treasury, encompassing all the dimensions of the municipal and provincial accountability cycles. Technical advisors contribute to the financial viability and sustainability of municipalities; improve their capacity to implement the Municipal Finance Management Act; and support engagement in the processes institutionalised by the national and provincial treasuries.
- *Support for the Municipal Standard Chart of Accounts (mSCOA):* The mSCOA initiative is directly aligned with the overall financial management reform agenda for local government, spearheaded by the National Treasury. To support municipalities proactively, advisors will be deployed to assist in change management and piloting reforms, to address potential new audit findings, and to implement the necessary remedial actions.

9.5 Strategic Objectives

Strategic Objective 3.1	Provide administrative support to PMUs to meet their objectives
Objective statement	Provide administrative management of resourcing for the PMUs, including resources on the establishment and contracted resources, and financial administration of PMU funds
Baseline	GTAC provides administrative support to the Jobs Fund and MFIP PMUs
Justification	GTAC's model provides the administrative capability necessary for the operational functioning of PMU.
Links	National Treasury Strategy and APP

Strategic objective 3.2	Utilise opportunities for collaborative learning and knowledge sharing support to PMUs
Objective statement	Proactively facilitate collaborative learning and information sharing opportunities
Baseline	GTAC elevates and shares the PMU work in various relevant for a
Justification	GTAC's model provides the administrative capability to support collaboration and knowledge sharing
Links	PMU knowledge strategy; GTAC knowledge strategy

10. RESOURCE CONSIDERATIONS

Table 7 provides the outcomes of the Advisory and Programme Management Services programme for 2014/15 and 2015/16 and its projected revenue and expenditure for the planning period. The estimates for 2016/17 and the medium-term planning period are subject to considerable uncertainty, as they depend on the demand for services and the availability of resources, among other considerations.

Where the financial performance projections reflect an overall deficit outcome, this is covered by funds carried forward from previous years.

Table 7: GTAC Advisory and Programme Management Services, 2014/15 to 2019/20

	Audited outcome			Revised estimate	Medium-term projections		
	2014/15	2015/16	2016/17		2017/18	2018/19	2019/20
Revenue from non-exchange transactions (GTAC)							
Revenue	114 196	140 485	163 444	118 845	121 185	119 664	
GTAC Appropriation – Programme 8	79 752	83 609	88 006	80 818	81 858	86 490	
Appropriated Funds – Employment Creation Facilitation Fund	-	4 023	34 500	10 000	10 000	10 000	
Donor funds	34 444	52 853	40 938	28 027	29 327	23 174	
Programme 1: Management and Support Services							
Revenue	-	442	648	693	728	754	
Expenditure	37 384	24 859	54 441	72 785	82 086	85 999	
Office of the Head	-	-	5 023	4 409	4 677	5 476	
Management, Strategy and Communication	-	-	21 021	29 538	35 498	36 537	
Financial Management	37 384	24 859	8 366	7 185	7 671	8 179	
Human Capital Management and Corporate Support Services	-	-	20 031	21 653	24 241	25 807	
Project Development Facility	-	-	-	10 000	10 000	10 000	
Surplus (deficit)	(37 384)	(24 417)	(53 793)	(72 092)	(81 358)	(85 245)	
Programme 2: Transaction and Advisory Services							
Revenue	51 945	75 620	43 075	70 992	78 866	93 354	
Expenditure	104 080	172 568	139 133	125 745	128 694	139 772	
Transaction Advisory Services and PPPs	104 080	76 761	20 344	20 603	21 887	23 271	
Capital Projects Appraisal	-	6 164	8 578	8 064	8 649	9 225	
Technical Consulting Services	-	77 826	80 850	77 194	76 645	86 336	
Public Expenditure and Policy Analysis	-	11 817	29 361	19 883	21 514	20 941	
Surplus (deficit)	(52 135)	(96 948)	(96 058)	(54 753)	(49 829)	(46 418)	

	Audited outcome		Revised estimate	Medium-term projections		
	2014/15	2015/16		2017/18	2018/19	2019/20
R thousand						
Programme 3: Programme Management Services						
Revenue	25 303	174 659	251 252	254 940	267 889	282 751
Expenditure	25 759	153 585	270 361	254 940	267 889	282 751
Jobs Fund Management Unit	-	49 642	86 981	92 440	97 619	103 354
Employment Creation Facilitation Fund	-	4 023	34 500	-	-	-
Neighbourhood Development Programme	14 802	-	22 209	27 744	29 355	30 820
Municipal Finance Improvement Programme II	10 957	99 920	126 671	134 756	140 915	148 577
Surplus (deficit)	(456)	21 074	(19 109)	-	-	-
Total revenue	191 444	391 206	458 419	445 470	468 669	496 522
Total expenditure	167 223	351 012	463 935	453 470	478 669	508 522
Total surplus (before interest)	24 221	40 194	(5 516)	(8 000)	(10 000)	(12 000)
Interest revenue	12 868	27 980	10 000	8 000	10 000	12 000
Surplus (deficit)	37 089	68 174	4 484	(0)	(0)	(0)
Net assets (end of period)	124 769	192 943	197 427	197 427	197 426	197 426
Memo: Cash and cash equivalent (end of period)	439 417	459 916	385 201	448 065	435 768	356 433

11. PROGRAMME 1: MANAGEMENT AND SUPPORT SERVICES

11.1 Strategic Objectives

Strategic objective	Objective statement	Sub-programme
SO 1.1	Strengthen strategic partnerships to influence the quality and rigour of public policy advocacy efforts delivered through GTAC	Office of the Head Strategy Management and Communications Programme 2 and 3

11.2 Programme 1: Key Strategic Measures

Output	Measurable Indicator	Performance targets		
		2017/18	2018/19	2019/20
Strategic objective 1.1: Strengthen partnerships to influence the quality and rigour of public policy advocacy efforts delivered through GTAC				
1.3.1	Develop and implement a public policy capacity building programme	Inaugural winter school held 1 st graduate bursary programme undertaken	Deliver annual winter school Undertake graduate bursary programme applications and award	Deliver annual winter school Undertake graduate bursary programme applications and award
1.3.2	Develop a guideline for strategic partnerships	n/a	Finalise and approve partnership guideline	Review guidelines annually and adapt to reflect business priorities
1.3.3	Implement delivery of a number of key partnerships	n/a	Sign 6 MoUs and MoGAs ¹ to meet business priorities and targets	Manage and annually review partnerships based on performance, value for money and relevance to GTAC priorities
1.3.4	Strategic management of partnerships to improve visibility and reach of GTAC's work	n/a	6 sector meetings with the identified partner groups	Biannual learning events with academic, research and development partners

12 PROGRAMME 2: TRANSACTION AND ADVISORY SERVICES

12.1 Strategic Objectives

Strategic objective	Objective statement	Sub-programme
SO 2.1	Provide advisory services to organs of state to plan, contract and execute PPPs in large or complex infrastructure transactions	Transaction Advisory Services and PPPs
SO 2.2	Assist the National Treasury in its review and assessment of infrastructure investment proposals and feasibility studies	Capital Projects Appraisal Services
SO 2.3	Provide advice and support to centre-of-government departments and organs of state to strengthen capacity	Technical Consulting Services
SO 2.4	Provide analysis and insights into the performance, cost-effectiveness and expenditure trends of selected government programmes	Public Expenditure and Policy Analysis

12.2 Programme 2: Annual Targets

Indicator	Current year	Medium-term targets (MTEF)			
		2016/17	2017/18	2018/19	2019/20
Strategic objective 2.1: Provide advisory services to organs of state to plan, contract and execute PPPs in large or complex infrastructure transactions					
2.1.1	Number of transaction advisory projects registered (cumulative)	12	15	17	19
2.1.2	Number of PPP foundation capacity building events	4	4	4	4
2.1.3	Numbers of PPP municipal capacity building events biannually	2	2	2	2
2.1.4	Number of codes and rules updated	n/a	2	n/a	n/a
Strategic objective 2.2: Assist the National Treasury in its review and assessment of infrastructure investment proposals and feasibility studies					
2.2.1	Number of capital projects advisory reports completed (cumulative)	5	5	5	5
Strategic objective 2.3: Provide advice and support to centre-of-government departments and organs of state to strengthen capacity					
2.3.1	Number of technical advisory projects supported (cumulative)	100	120	140	160
Strategic objective 2.4: Provide analysis and insights into the performance, cost-effectiveness and expenditure trends of selected government programmes					
2.4.1	Number of performance and expenditure reviews completed	10	10	10	10
2.4.2	Number of personnel expenditure analyses reported	n/a	5	5	5
2.4.3	Expenditure and performance manual completed	n/a	1	0	0
2.4.4	A master's-level semester course developed	n/a	1	0	0

12.3 Programme 2: Expenditure Trends and Estimates

Table 8: Programme 2: Expenditure Trends and Estimates

Statement of Financial Performance		Audited outcome		Adjusted estimates	Medium-term expenditure			Average growth rate
R thousand	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20		
Programme 2: Transaction and Advisory Services								
Transaction Advisory Services	104 080	76 761	20 344	20 603	21 887	23 271	5%	
Capital Projects Appraisal	-	6 164	8 578	8 064	8 649	9 225	2%	
Technical Consulting Services	-	77 826	80 850	77 194	76 645	86 336	2%	
Public Expenditure and Policy Analysis	-	11 817	29 361	19 883	21 514	20 941	-11%	
Total	104 080	172 568	139 133	125 745	128 694	139 772	0%	
Statement of Financial Performance								
R thousand	2014/15	2015/16	Adjusted estimates	2017/18	2018/19	2019/20	Average growth rate	
Economic classification								
Current payments	103 864	266 747	139 101	123 822	126 771	139 692	-34%	
Compensation of employees	15 821	17 075	35 638	35 237	37 704	39 830	0%	
Goods and services, of which	88 043	249 672	103 463	88 584	89 067	99 862	-1%	
Computer services	28	19	-	174	183	193	0%	
Consultants: Business and advisory services	85 901	246 694	97 764	82 630	82 815	80 765	-6%	
Operating leases	168	60	71	208	234	281	58%	
Travel and subsistence	1 947	1 030	2 945	4 510	4 713	4 985	19%	
Other operating expenses	-	1 869	2 683	1 062	1 122	13 638	72%	
Depreciation	-	221	32	1 923	1 923	80	36%	
Transfers and subsidies	-	-	-	-	-	-	0%	
Transfers to agencies	-	-	-	-	-	-	0%	
Households	-	-	-	-	-	-	0%	
Payments for capital assets	216	5 504	-	-	-	-	0%	
Machinery and equipment	216	5 504	-	-	-	-	0%	
Payments for financial assets	-	-	-	-	-	-	0%	
Total	104 080	272 472	139 133	125 745	128 694	139 772	0	

13. PROGRAMME 3: PROGRAMME MANAGEMENT SERVICES

13.1 Strategic Objectives

Strategic objective 3.1	Provide administrative support to PMUs to meet their objectives
Outcome indicator	Provide administrative management of resourcing for PMUs that includes resources on the establishment and contracted resources, and financial administration of PMU funds
Baseline	GTAC provides administrative support to the Jobs Fund and MFIP PMUs
Justification	National Treasury Strategy and APP

Strategic objective 3.2

Strategic objective 3.2	Utilise opportunities for collaborative learning and knowledge sharing support to PMUs
Objective statement	Proactively facilitate collaborative learning and information sharing opportunities
Baseline	GTAC elevates and shares the PMU work in various relevant fora
Justification	GTAC's model provides the administrative capability to support collaboration and knowledge sharing
Links	PMU knowledge strategy; GTAC knowledge strategy

13.2 Programme 3: Key strategic measures

Indicator	Current year			Medium-term targets (MTEF)	
	2016/17	2017/18	2018/19	2019/20	
Strategic objective 3.1: Provide administrative support to PMUs to meet their objectives					
3.1.1	Meeting the resourcing criteria as a percentage	n/a	100%	100%	100%
3.1.2	Within the prescribed norm of 30 days, administer approved payments on time	n/a	100% of payments made or received within 30 days	100% of payments made or received within 30 days	100% of payments made or received within 30 days
Strategic objective 3.2: Utilise opportunities for collaborative learning and knowledge sharing support to PMUs					
3.2.1	Number of learning initiatives supported per annum	n/a	2	2	2

13.3 Programme 3: Expenditure Trends and Estimates

Table 9: Programme 3: Expenditure Trends and Estimates

Statement of Financial Performance		Audited outcome			Adjusted estimates	Medium-term expenditure			Average growth rate
		2014/15	2015/16	2016/17		2017/18	2018/19	2019/20	
Programme 3: Programme Management Services									
Jobs Fund Management Unit	-	49 642	86 981	92 440	97 619	103 354	6%		
Employment Creation Facilitation Fund	-	4 023	34 500	-	-	-	-100%		
Neighbourhood Development Programme	14 802	-	22 209	27 744	29 355	30 820	12%		
Municipal Finance Improvement Programme II	10 957	-	126 671	129 762	135 572	142 860	4%		
Total	25 759	53 665	270 361	249 946	262 546	277 034	1%		
Economic classification									
Current payments	25 759	173 109	270 036	249 790	262 383	276 863	1%		
Compensation of employees	-	29 036	38 851	50 901	54 464	58 276	14%		
Goods and services	25 759	144 073	231 185	198 889	207 919	218 587	-2%		
of which:									
Computer services	-	8	25	168	177	186	95%		
Consultants: Business and advisory services	25 759	141 054	223 708	157 506	164 927	173 680	-8%		
Operating leases	-	284	338	4 678	4 914	5 159	148%		
Travel and subsistence	-	2 022	5 277	7 016	7 368	7 736	14%		
Other operating expenses	-	705	1 837	29 521	30 533	31 826	159%		
Depreciation	-	-	-	156	163	171	0%		
Transfers and subsidies	-	-	-	-	-	-	0%		
Transfers to agencies	-	-	-	-	-	-	0%		
Households	-	-	-	-	-	-	0%		
Payments for capital assets	-	-	325	-	-	-	-100%		
Machinery and equipment	-	-	325	-	-	-	-100%		
Payments for financial assets	-	-	-	-	-	-	0%		
Total	25 759	173 109	270 361	249 946	262 546	277 034	1%		

14. ANNEXURE C: CONSOLIDATED RISKS

Risk	Risk description	Mitigation strategy
Institutional	Current inconsistencies in the application of systems, processes and procedures pose a risk to the efficient and effective management of the support systems of the organisation	Consolidate and improve procedures and systems for good governance, resource management and accountability Streamline external and internal information management systems for efficient and effective learning and information
Inadequate stakeholder engagement	Stakeholder engagement is a key driver of GTAC's business and the management of relationships with government and non-government partners has been inadequate to date. This could compromise delivery and fundamentally negatively affect perceptions of GTAC's value addition and value-for-money rationale	Ensure senior management builds relationships and engages regularly and strategically with client departments and other key stakeholders Strengthen partnerships with key non- government institutions, to influence the quality and rigour of public policy advocacy efforts
Reputational	Poor quality and rigour of technical and advisory support affects perceptions of value for money and reduces demand for the service	Establish quality assurance systems to review and assure the quality and accuracy of analyses provided Introduction of external peer review panels to provide comment on deliverables Effective management of client interface to ensure value for money and satisfaction with work done Bi-annual monitoring, assessment and management of long term advisory (LTAs) performance and regular refreshment of the panel system to ensure skills match to strategic project work generated
Blurred lines of accountability	GTAC is held accountable for the performance as well as delivery targets of its administrative management of the PMUs	Strategic plan defines and clarifies GTACs role and function vis a vis the PMUs GTAC implements this effectively over the MTEF period

15. ANNEXURE D: ABBREVIATIONS

DBSA	Development Bank of Southern Africa
GTAC	Government Technical Advisory Centre
IPP	Independent Power Producers
MFIP	Municipal Finance Improvement Programme
MOGA	Memorandum of General Agreement
MOU	Memorandum of Understanding
mSCOA	Municipal Standard Chart of Accounts
PFMA	Public Finance Management Act, No. 1 of 1999
PMU	Project/Programme Management Unit
PPP	Public-Private Partnerships
PEPA	Public Expenditure and Policy Analysis
CPA	Capital Projects Appraisal
TCS	Technical Consulting Services
JF	Jobs Fund
MFIP	Municipal Finance Improvement Programme
NDP	Neighbourhood Development Programme
REDI	Research Project on Employment, Income Distribution and Inclusive Growth
REIPPP	Renewable Energy Independent Power Producers Programme

16. ANNEXURE E: LIST OF TABLES

Table 1: Advantages of the central coordination of advisory functions	9
Table 2: Expenditure on Programme 8, Technical Support and Development Finance	11
Table 3: GTAC's organisational structure	15
Table 4: GTAC Expenditure Estimates	19
Table 5: Statement of financial performance	19
Table 6: Statement of comprehensive income over the MTEF period	20
Table 7: GTAC Advisory and Programme Management Services, 2014/15 to 2019/20	31
Table 8: Programme 1: Expenditure Trends and Estimates	35
Table 9: Programme 2: Expenditure Trends and Estimates	37
Table 10: Programme 3: Expenditure Trends and Estimates	?

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