JTGDM CORPORATE GOVERNANCE FRAMEWORK OF INFORMATION AND COMMUNICATION TECHNOLOGY POLICY FOR THE JOHN TAOLO GAETSEWE DISTRICT MUNICIPALITY

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JTGDM Corporate Governance Framework of Information and Communication Technology Policy

EXECUTIVE SUMMARY

Information Communication Technology (ICT) Governance has been described as the effective and efficient management of ICT resources and processes to facilitate the achievement of Municipal goals and objectives. The ICT Governance Institute describes ICT Governance as, "...the responsibility of the board of directors and executive management."

ICT Governance has risen in importance because of the widening gulf between what the organization expects and what ICT delivers. ICT has grown to be seen as a cost centre with growing benefits to the organisation ICT serves. A Governance of ICT framework is meant to align ICT functions to the organizational goals, minimise the risk ICT introduces and ensure that there is value in the investment made in ICT.

The view that ICT should be governed and managed at all levels within a given organizational structure is supported by internationally accepted good practice and standards. These practices and standards are defined in the King III Code of Good Governance, ISO 38500 Standard for the Corporate Governance of ICT and other best practice ICT Process Frameworks, which forms the basis of this document.

Translated into a municipal operating environment the corporate governance of ICT places a very specific responsibility on the Council and Management within a municipality to ensure that the decision making process for ICT related investments and the operational efficiencies of the municipalities ICT environments remain transparent and are upheld. This accountability enables the municipality to align the delivery of ICT services with the municipality's Integrated Development Plans and strategic goals.

The Council and Management of municipalities need to extend their governance functions to include the Corporate Governance of ICT. In the execution of the Corporate Governance of ICT, they should provide the necessary strategies, architectures, plans, frameworks, policies, structures, procedures, processes, mechanisms and controls, and culture which are in compliance with the best practice ICT Governance Frameworks.

To strengthen the Corporate Governance of ICT further, responsibility for the decision making of ICT programmes and projects should be placed at a strategic level in the municipality. The Corporate Governance of ICT is a continuous function that should be embedded in all operations of a municipality, from Council and Management level to all areas within a municipality including ICT service delivery.

According to the establish frameworks, the Governance of ICT is implemented in two different layers:

(a) Corporate Governance of ICT – the Governance of ICT through structures, policies and processes.
(b) Governance of ICT – through Standard Operating Procedures.

The difference between the Corporate Governance of ICT and the Governance of ICT can be defined as follows:

Corporate Governance of ICT: *The system by which the current and future use of ICT is directed and controlled.*

Governance of ICT: *The individual processes and procedure which ensure the compliance of the ICT environment based on a pre-agreed set of principles.*

In November 2012, Cabinet approved the Public Service Corporate Governance of ICT Policy Framework and made ICT applicable to National and Provincial Departments, Provincial Administrations, Local Governments, Organs of State and Public Entities for implementation by July 2014.

To address the above mentioned, the Western Cape Department of Local Government in collaboration with the Department of Cooperative Governance (DCOG), the Department of Public Service and Administration (DPSA), the South African Local Government Association (SALGA), and the Western Cape Provincial Treasury, developed this Municipal Corporate Governance of ICT Policy for application in the Local Government sphere.

The purpose of the Municipal Corporate Governance ICT Policy is to institutionalise the Corporate Governance of ICT as an integral part of corporate governance within municipalities. This Municipal Corporate Governance ICT Policy provides the Municipal Council and Management within a municipality with a set of principles and practices that must be complied with, together with an implementation approach to be utilised for implementation of ICT Governance within Municipalities.

To enable a municipality to implement this Municipal Corporate Governance of ICT Policy, a three-phase approach will be followed:

(a) **Phase 1 – Enabling Environment:** The Corporate Governance of ICT environments will be established in Municipalities through the adoption of this Municipal Corporate Governance of ICT Policy and its associated policies through Council resolution;

(b) **Phase 2 – Business and Strategic Alignment:** Municipalities will plan and implement the alignment between IDP's, strategic goals and ICT strategy.

(c) **Phase 3 – Continuous Improvement:** Municipalities will enter into an on-going process to achieve continuous improvement of all elements related the Governance of ICT.

This Corporate Governance of ICT Policy will allow municipalities to maintain alignment of strategic ICT functions to meet their needs and apply best practices in order to reduce costs and increase the effectiveness of the ICT service delivery to the municipality.

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GLOSSASRY	
AG	Auditor-General of South Africa
	not mentioned in document
CIO	Chief Information Officer
CGICTPF	Corporate Governance of ICT Policy Framework
	not mentioned in document
DPSA	Department of Public Service and Administration
DCOG	Department of Cooperative Governance
ICT	Information and Communications Technology
®	I not mentioned in document
ISO/IEC	International Organisation for Standardisation (ISO) and the International Electro technical Commission (IEC)
ISO/IEC 38500	International Standard on Corporate Governance of ICT (ISO/IEC WD 38500: 2008: 1)
ITGI™	ICT Governance Institute
	not mentioned in document
King III	The King III Report and Code on Governance for South Africa
MICTGP	Municipal ICT Governance Policy
M&E	Monitoring and Evaluation
PSCGICTPF	Public Service Corporate ICT Governance Policy Framework
SALGA	South African Local Government Association
SDBIP	Service Delivery and Budget Implementation Plan

1. ICT GOVERNANCE OVERVIEW

1.1 INTRODUCTION

Information and Communications Technology (ICT) Governance has been described as the effective and efficient management of ICT resources to facilitate the achievement of organizational goals and objectives. ICT does not exist for its own sake within an organisation; ICT is there to make sure that organizations achieve sustainable success through the use of their ICT. The ICT Governance Institute describes ICT Governance as, "...the responsibility of the board of directors and executive management. ICT is an integral part of enterprise governance and consists of the leadership and organisational structures and processes that ensure that the organisation's ICT [the infrastructure as well as the capabilities and organisation that is established to support ICT] sustain and extends the organisation's strategies and objectives".

1.1 PURPOSE

The purpose of this policy is to institutionalise the Corporate Governance of ICT as an integral part of corporate governance within municipalities in a uniform and coordinated manner. The policy provides a set of principles and practices which will assist to institutionalise the Corporate Governance of ICT.

1.2 LEGISLATIVE FRAMEWORK

Municipalities must be aware of and comply with the legislative landscape applicable to their context. This includes the Local Government Municipal Systems Act, Act 32, of 2000, Local Government: Municipal Structures Act, Act 117 of 1998, the Public Administration Management Act, Act 11 of 2014 and the Local Government: Municipal Finance Management Act, Act 56 of 2003.

This policy has been developed with following sections of legislation in mind:

a. In terms of the Municipal Systems Act, Act 32, of 2000, Section 55(1):

"the municipal manager of a municipality is, subject to the policy directions of the municipal council, responsible and accountable for:

(a) The formation and development of an economical effective, efficient and accountable administration:

(i) equipped to carry out the task of implementing the municipality's integrated development plan in accordance with Chapter 5:

(ii) Operating in accordance with the municipality's performance Management system in accordance with Chapter 6;"

b. In terms of the Municipal Finance Management Act, Act 56 of 2003, Section 62:

"The accounting officer of a municipality is responsible for managing the financial administration of the municipality, and must for this purpose take all reasonable steps to ensure—

(a) that the resources of the municipality are used effectively, efficiently and economically;

(b) that full and proper records of the financial affairs of the municipality are kept in accordance with any prescribed norms and standards;"

c. In terms of the Municipal Finance Management Act, Act 56 of 2003, Section 78 of the Municipal Finance Management Act stipulates that:

> "Each senior manager of a municipality and each official of a municipality exercising financial management responsibilities must take all reasonable steps within their respective areas of responsibility to ensure—
> (a) that the system of financial management and internal control established for the municipality is carried out diligently;
> (b) that the financial and other resources of the municipality are utilised effectively, efficiently, economically and transparently;
> (c) that any unauthorised, irregular or fruitless and wasteful expenditure and any other losses are prevented;"

1.3 SCOPE

This Policy has been developed to guide and assist all municipalities to be aligned with the Corporate Governance of ICT best practice frameworks. This Policy recognizes that municipalities are diverse in nature.

This Policy therefore adopts the approach of establishing and clarifying principles and practices to support and sustain the effective Corporate Governance of ICT.

1.4 BENEFITS OF GOOD GOVERNANCE OF ICT

When the Corporate Governance of ICT is effectively implemented and maintained, the following benefits are realised:

a. Establishment of ICT as a strategic enabler in a municipality.
b. Improved achievement of municipal integrated development plans;
c. Improved effective service delivery through ICT-enabled access to municipal information and services;
d. Improved ICT enablement of a municipality;
e. Improved delivery of ICT service quality;
f. Improved stakeholder communication;
g. Improved trust between the municipality and the community through the use of ICT;
h. Lower costs (for ICT functions and ICT dependent functions)
i. Increased alignment of ICT investment towards municipal integrated development plans;
j. Improved return on ICT investments;
k. ICT risks managed in line with the ICT priorities and risk appetite of the municipality;
l. Appropriate security measures to protect both the municipality's and its employee's information;
m. Improved management of municipal-related ICT projects;
n. Improved management of information as ICT is prioritised on the same level as other resources in municipalities;
o. ICT pro-actively recognises potential efficiencies and guides municipalities in timeous adoption of appropriate technology;
p. Improved ICT ability and agility to adapt to changing circumstances; and
q. ICT executed in line with legislative and regulatory requirements.

1.5 CORPORATE GOVERNANCE OF ICT GOOD PRACTICE AND STANDARDS

In recognition of the importance of ICT Governance, a number of internationally recognised frameworks and standards, have been developed to provide context for the institutionalisation of the governance of ICT.

a. The **King III Code:** The most commonly accepted Corporate Governance Framework in South Africa is also valid for Municipalities. ICT was used to inform the Governance of ICT principles and practices and to establish the relationship between Corporate Governance of and Governance of ICT.
b. **ISO/IEC 38500:** Internationally accepted as the standard for Corporate Governance of ICT; ICT provides governance principles and a model for the effective, efficient, and acceptable use of ICT within municipalities.
c. **Other** internationally accepted process frameworks for implementing Governance of ICT.

1.6 LAYERED APPROACH TO CORPORATE GOVERNANCE OF ICT IN MUNCIPALITIES

Corporate Governance of ICT encompasses two levels of decision-making, authority and accountability to satisfy the expectations of all stakeholders. These levels are:

a. Facilitating the achievement of a municipality's strategic goals (Corporate Governance of ICT); and
b. The efficient and effective management of ICT service delivery (Operational Governance of ICT).

The implementation of Corporate Governance of ICT in Municipalities thus consists of the following layered approach:

a. This Municipal Corporate Governance of ICT Policy, which addresses the **Corporate Governance of ICT** layer at a strategic level.
b. Other best practice frameworks which will be adapted to give effect to the governance of the ICT operational environments within municipalities.

1.6.1 CORPORATE GOVERNANCE IN MUNICIPALITIES:

Corporate governance is a vehicle through which value is created within a municipal context. Value creation means realising benefits while optimising resources and risks. This value creation takes place within a governance system that is established by the municipal policy. A governance system refers to all the means and mechanisms that enable the municipality's Council and Management team to have a structured and organised process.

1.6.2 CORPORATE GOVERNANCE OF ICT IN MUNICIPALITIES:

The Corporate Governance of ICT is an integral part of the corporate governance system in municipalities. The Corporate Governance of ICT involves evaluating, directing and monitoring the alignment of the municipal ICT strategy with the municipal IDP's and related strategies. The Corporate Governance of ICT also involves the monitoring of ICT service delivery to ensure a culture of continuous ICT service improvements exist in the municipality. The Corporate Governance of ICT includes determining ICT strategic goals and plans for ICT service delivery as determined by the Service Delivery and Budget Implementation Plan (SDBIP) objectives of the municipality.

1.7 MUNICIPAL CORPORATE GOVERNANCE OF ICT POLICY OBJECTIVES

The objectives of this Corporate Governance of ICT Policy for municipalities seek to achieve the following:

a. Institutionalising a Corporate Governance of ICT Policy that is consistent with the Corporate Governance Frameworks of the municipality;
b. Aligning the ICT strategic goals and objectives with the municipality's strategic goals and objectives;
c. Ensuring that optimum Municipal value is realised from ICT-related investment, services and assets;
d. Ensuring that Municipal and ICT-related risks do not exceed the municipality's risk appetite and risk tolerance;
e. Ensuring that ICT-related resource needs are met in an optimal manner by providing the organisational structure, capacity and capability;
f. Ensuring that the communication with stakeholders is transparent, relevant and timely; and
g. Ensuring transparency of performance and conformance and driving the achievement of strategic goals through monitoring and evaluation.

1.8 MUNICIPAL CORPORATE GOVERNANCE OF ICT PRINCIPLES of ICT Policy is based on principles as explained in international good practices and standard for ICT governance, namely, King III Code, ISO/IEC 38500 and other best practise process frameworks.

Table 1 below contains the principles which have been adopted in the Public Service Corporate Governance of ICT Policy Framework (PSCGICTPF) which have been adapted for municipalities.

Principle 1: Political Mandate
The Governance of ICT must enable the municipality's political mandate.
The Municipal Council must ensure that Corporate Governance of ICT achieves the service delivery mandate of the municipality.
Principle 2: Strategic Mandate
The Governance of ICT must enable the municipality's strategic mandate.
The Municipal Manager must ensure that Corporate Governance of ICT serves as an enabler to the municipality's strategic plans.
Principle 3: Corporate Governance of ICT
The Municipal Manager is responsible for the Corporate Governance of ICT.
The Municipal Manager must create an enabling environment in respect of the Corporate Governance of ICT within the applicable legislative and regulatory landscape and information security context.
Principle 4: ICT Strategic Alignment
ICT service delivery must be aligned with the strategic goals of the municipality.
Management must ensure that ICT service delivery is aligned with the municipal strategic goals and that the administration accounts for current and future capabilities of ICT. ICT must ensure that ICT is fit for purpose at the correct service levels and quality for both current and future Municipal needs are met.
Principle 5: Significant ICT Expenditure
Management must monitor and evaluate significant ICT expenditure.
Management must monitor and evaluate major ICT expenditure, ensure that ICT expenditure is made for valid Municipal enabling reasons and monitor and manage the benefits, opportunities, costs and risks resulting from this expenditure, while ensuring that information assets are adequately managed.
Principle 6: Risk Management and Assurance
Management must ensure that ICT risks are managed and that the ICT function is audited.
Management must ensure that ICT risks are managed within the municipal risk management practice. ICT must also ensure that the ICT function is audited as part of the municipal audit plan.
Principle 7: Organisational Behaviour
Management must ensure that ICT service delivery is sensitive to organisational behaviour/culture.
Management must ensure that the use of ICT demonstrates the understanding of and respect for organisational behaviour/culture.

Table 1: Corporate Governance of ICT Principles

1.9 MUNICIPAL CORPORATE GOVERNANCE OF ICT POLICY PRACTICES

The following practices, outlined in Table 2 below, have been assigned to specific designated municipal structures and officials in order to achieve the objectives and principles contained in this Municipal Corporate Governance of ICT Policy:

Practice No.	Practices Description
1.	**The Municipal Council must:** Provide political leadership and strategic direction through: a) Determining policy and providing oversight; b) Take an interest in the Corporate Governance of ICT to the extent necessary to ensure that a properly established and functioning Corporate Governance of ICT system is in place in the municipality to leverage ICT as an enabler the municipal IDP; c) Assist the Municipal Manager to deal with intergovernmental, political and other ICT-related Municipal issues beyond their direct control and influence; and d) Ensure that the municipality's organisational structure makes provision for the Corporate Governance of ICT.
2.	**The Municipal Manager must:** a) Provide strategic leadership and management of ICT; b) Ensure alignment of the ICT strategic plan with the municipal IDP; c) Ensure that the Corporate Governance of ICT is placed on the municipality's strategic agenda; d) Ensure that the Corporate Governance of ICT Policy, charter and related policies for the institutionalisation of the Corporate Governance of ICT are developed and implemented by management; e) Determine the delegation of authority, personal responsibilities and accountability to the Management with regards to the Corporate Governance of ICT; f) Ensure the realisation of municipality-wide value through ICT service delivery and management of Municipal and ICT-related risks; g) Ensure that appropriate ICT capability and capacity are provided and a suitably qualified and experienced Governance Champion is designated; h) Ensure that appropriate ICT capacity and capability are provided and that a designated official at a Management level takes accountability for the Management of ICT in the municipality; and i) Ensure the monitoring and evaluation of the effectiveness of the Corporate Governance of ICT system e.g. ICT steering committee.
3.	**The Municipal ICT Steering Committee, Risk and Audit Committee must** Assist the Municipal Manager in carrying out his/her Corporate Governance of ICT accountabilities and responsibilities.
4.	**Management must ensure:** a) ICT strategic goals are aligned with the municipality's Municipal strategic goals and support the municipal processes; and b) Municipal-related ICT strategic goals are cascaded throughout the municipality for implementation and are reported on.

Table 2: Corporate Governance - Practices

2. PRACTICAL IMPLEMENTATION OF THIS MUNICIPAL CORPORATE GOVERNANCE OF ICT POLICY.

Upon approval of this Policy, the municipality must approve a Corporate Governance of ICT Charter and practical implementation plan.

2.1 THE CORPORATE GOVERNANCE OF ICT CHARTER

The Charter should guide the creation and maintenance of effective enabling governance structures, processes and practices. ICT should also clarify the governance of ICT-related roles and responsibilities towards achieving the municipality's strategic goals.

2.1.1 OBJECTIVES OF THE MUNICIPAL CORPORATE GOVERNANCE OF ICT CHARTER

In order to give effect to the Corporate Governance of ICT in Municipalities, the following objectives should be included in the municipality's Corporate Governance of ICT Charter:

a. Identify and establish a Corporate Governance of ICT Policy and implementation guideline for the municipality. Policy must first be in place then the Charter.
b. Embed the Corporate Governance of ICT as a subset of the municipal governance objectives.
c. Create Municipal value through ICT enablement by ensuring municipal IDP and ICT strategic alignment;
d. Provide relevant ICT resources, organisational structure, capacity and capability to enable ICT service delivery;
e. Achieve and monitor ICT service delivery performance and conformance to relevant internal and external policies, frameworks, laws, regulations, standards and practices;
f. Implement the corporate governance of ICT in the municipality, based on an approved implementation plan.

2.1.2 DESIGN OF THE MUNICIPAL CORPORATE GOVERNANCE OF ICT CHARTER

This charter should be approved at a strategic level in the municipality and should contain the following:

a. How the ICT strategic goals and their related service delivery mechanisms will be aligned with municipal IDP, monitored and reported on to the relevant stakeholders;

b. How ICT service delivery will be guided at a strategic level to create ICT value in the municipality;

c. How the administrations ICT-related risks will be managed; and

d. The establishment of structures to give effect to the Governance of ICT, and the management of ICT functions. The members of these structures and the roles, responsibilities and delegations of each should be defined. The proposed structures are as follows:

STRUCTURE	MEMBERS	MANDATE/RESPONSIBILITIES
ICT STEERING COMMITTEE (Committee of Management)	Designated Members of Management and the ICT Manager. The Chairperson shall be a designated member of the Management of the Municipality duly appointed by the Municipal Manager.	Has a specific delegated responsibility to ensure the planning, monitoring and evaluation, of the municipalities: • ICT structures. • ICT policies. • ICT procedures, processes, mechanisms and controls regarding all aspects of ICT use (Municipal and ICT) are clearly defined, implemented and enforced. • ICT Performance Management. • ICT Change Management. • ICT Contingency Plans. • ICT Strategy development. • Management of ICT Security and Data Integrity. • The establishment of the municipalities ICT Ethical culture. • The evaluation, directing and monitoring of ICT specific projects. • ICT Strategic alignment. • ICT Governance compliance. • ICT Infrastructure Management. • ICT Security. • ICT Application Management. • ICT Value. • ICT Data availability and integrity. • ICT Vendor Management. • The evaluation, directing and monitoring of ICT processes
AUDIT COMMITTEE AND RISK COMMITTEE	Nominated members of the Audit and Risk committee/s of the municipality and the ICT Manager or CIO.	Has a specific responsibility to perform an oversight role for the Identification and Management of ICT audit and governance compliance, and ICT Risks.

Table 3: ICT Governance roles, responsibilities and delegations

2.2 MUNICIPAL IDP AND ICT STRATEGIC ALIGNMENT

This accountability assigned to the leadership of a municipality through this ICT Corporate Governance Policy enables the municipality to align the delivery of ICT strategies and services with the municipality's Integrated Development Plans and strategic goals.

This is achieved through the development and adoption of an ICT strategic plan which is informed by the enterprise architecture plan which clearly outlined the roles, responsibilities and business processes contained in the IDP.

2.3 CONTINUOUS SERVICE IMPROVEMENT OF ICT IN MUNICIPALITIES

In this phase, all aspects of the **Corporate Governance of ICT** should demonstrate measurable improvement from the initial implementation phase 2016–20. In this phase, detailed measurable criteria for the implementation of and compliance against the approved Corporate Governance of ICT Policy and implementation plan are established and can be measured for compliance. In this phase the applicability of all elements of the Corporate Governance of ICT Policy is tested for efficacy and efficiency.

2.4 THE DETAILED PHASED APPROACH

Implementation deliverables per financial year

PHASE 1 (ENABLEMENT PHASE):

1) Municipal Corporate Governance of ICT Policy approved and implemented;
2) Corporate Governance of ICT Governance approved and implemented;
3) The following capabilities created in the municipality:
    - Governance Champion designated and responsibilities allocated;
    - A proficient ICT Manager or CIO appointed functioning at strategic level.
    - Approved and implemented **Risk Management Policy** that includes the management of Municipal-related ICT risks;
    - Approved and implemented **Internal Audit Plan** that includes ICT audits;
    - Approved and implemented **ICT Management Framework**;
    - Approved and implemented municipal **Portfolio Management Framework** that includes ICT portfolio/programme and project management;
    - Approved **ICT Disaster Recovery Plan** informed by Municipal Continuity Plan and Strategy.
    - Approved **Data Backup and Recovery policy**.
    - Approved **ICT Service Level Agreement Management policy**.
    - Approved **ICT User Access Management policy.**
    - Approved **ICT Security Controls policy.**
    - Approved **ICT Operating System Security Controls policy.**

PHASE 2 (STRATEGIC ALIGNMENT):

1) Approved **Enterprise Architecture** informing the ICT Architecture;
2) Approved medium term ICT Strategy.
3) Approved **ICT Migration Plan** with annual milestones linked to an enabling budget;
4) Approved **ICT Performance Indicators as contained in the municipality's performance management system.**

PHASE 3: CONTINUOUS IMPROVEMENT OF CORPORATE GOVERNANCE OF AND GOVERNANCE OF ICT

The successful implementation of a Corporate Governance of ICT system leads to continuous improvement in the creation of value to the municipality. ICT delivery must be assessed on an on-going basis to identify gaps between what was expected and what was realised. Assessments must be performed coherently and encompass both:

a) The Corporate Governance of ICT (ICT contribution to realisation of Municipal value); and
b) Governance of ICT. (Continuous improvement of the management of ICT).

3. CONCLUSION

This Corporate Governance of ICT Policy has been designed for the exclusive use and alignment of Municipalities. The implementation thereof had been phased over a longer period to provide municipalities with the time required to implement this Corporate Governance of ICT Governance Policy effectively. This Corporate Governance of ICT Policy will be supplemented with an implementation plan that will give guidance to the practical implementation of the framework.