NACS
National
Anti-Corruption
Strategy

Communication, Prevention & Public Education

Supporting the Establishment of the Office of Public Integrity and a National Anti-Corruption Movement

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Abbreviations & Acronyms

AIP   Association for Independent Publishers

BCCSA   Broadcasting Complaints Commission of South Africa

BLSA   Business Leadership South Africa

BMA   Border Management Authority

BMF   Black Management Forum

BUSA   Business Unity South Africa

CBO   Community-Based Organisation

CFSC   Communication for Social Change

CHE   Council on Higher Education

COGTA   Department of Cooperative Governance and Traditional Affairs

CRM   Customer Relationship Management

CSR   Corporate Social Responsibility

DBE   Department of Basic Education

DHE   Department of Higher Education

DHS   Department of Human Settlements

DPME   Department of Planning, Monitoring and Evaluation

DPSA   Department of Public Service and Administration

DSAC   Department of Sport, Arts and Culture

DWSA   Department of Water and Sanitation (South Africa)

GCIS   Government Communication and Information System

ID   Industrial Development Corporation (assumed)

IEB   Independent Examinations Board

INGO   International Non-Governmental Organisation

JCPS   Justice, Crime Prevention and Security Cluster

M&E   Monitoring and Evaluation

MDDA   Media Development and Diversity Agency

MEC   Member of the Executive Council

NAFCOC National African Federated Chamber of Commerce and Industry

NACAC   National Anti-Corruption Advisory Council

NACS   National Anti-Corruption Strategy

NCP   National Communications Partnership

NDP   National Development Plan

NEDLAC National Economic Development and Labour Council

NGO   Non-Governmental Organisation

NT   National Treasury

OPI   Office of Public Integrity

PANSLAP Pan South African Language Board (assumed)

PSC   Public Service Commission

SALGA   South African Local Government Association

SANEF   South African National Editors' Forum

SAPS   South African Police Service (assumed)

SABC   South African Broadcasting Corporation

SBCC   Social and Behaviour Change Communication

SGB   School Governing Body

SEM   Socio-Ecological Model

SETAs   Sector Education and Training Authorities

SOE   State-Owned Enterprises

SRC   Student Representative Council

ToC   Theory of Change

Introduction

In 2022, a comprehensive Communications and Engagement Strategy was developed to support the implementation of the National Anti-Corruption Strategy (NACS)**.** This strategy mapped key stakeholder groups, their information needs and communications preferences. It also proposed umbrella messaging and a whole-of-society approach that aimed to build a culture of integrity and active citizenry. The strategy outlined the need for a National Communications Partnership (NCP) to implement this whole-of-society intervention**.** However, implementation was limited and many of the recommendations remain unrealised.

With the term of the National Anti-Corruption Advisory Council (NACAC) coming to an end, there is now a need for a strategic approach that can be implemented in the next phase of the NACS lifecycle. Both the NACAC and stakeholders working closely with the NACAC have identified a need to build a national movement for integrity and through dialogue and discussion it has become clear that to achieve this, the communication strategy requires adaptation to ground it in Social and Behaviour Change Communication (SBCC) principles, in order to truly begin to shift attitudes, perceptions, social norms and ultimately drive behaviour change to create momentum for a culture of national movement for integrity.

The communications plan outlined in this document was developed through a collaborative process led by the NACAC Communications Workstream together with key stakeholders as well as the support of a specialist communications agency.

This communications plan provides a roadmap to support the creation of a national anti-corruption movement in South Africa, led by the Office of Public Integrity (upon its establishment) and aligned with the National Anti-Corruption Strategy.

This plan is based on public education and prevention, with five pillars that will guide the OPI's communications efforts. The framework takes into account how to operationalise the strategy, it maps key stakeholders and their respective roles, and it identifies immediate priorities and

recommendations for the initial phase of implementation. The resulting plan reflects both the urgency and long-term commitment required to drive meaningful change through a social and behaviour change communication (SBCC) lens. This plan must be read and engaged with in concurrence with the NACS Communication Strategy.

1. Context

Building on the 2022 NACS Communications Strategy, this plan introduces a Social and Behaviour Change Communication (SBCC) approach to shift attitudes, behaviours, and values around corruption. It proposes a bold, multi-channel, and society-wide engagement model that aims to build public trust, spark institutional buy-in, and normalise a culture of integrity.

With practical recommendations for operationalising a National Communications Partnership, long-term engagement, and clear phased implementation, the plan provides a solid foundation for collective action and lasting impact.

What has been achieved to date?

In keeping with the objectives of the NDP and South Africa's regional and international obligations, the NACS strives towards a country based on the values of integrity, transparency and accountability, respect for rule of law and zero tolerance for corruption.

Within this context the NACS Communications and Engagement Strategy set a bold objective:

"There is an overwhelming sense of distrust in the public domain regarding government's ability to address [corruption] and its capacity to communicate Anti-Corruption messages. This robust, responsive and comprehensive engagement and communication strategy, aligned to and in support of the pillars of the NACS, attempts to turn the tide on the prevailing negative public sentiment on corruption and general apathy. The NACS espouses a whole-of-government and societal approach and the engagement and communication strategy follows the same principle."

The strategy provided a robust review of the context at the time, it included a comprehensive landscape analysis including a SWOT review and environmental scanning.

Driven by this clear overarching objective the strategy has a dual focus:

(1) building an identity for NACS and anti-corruption work; and

(2) creating a whole-of-society anti-corruption movement.

In order to give practice to this dual focus, an engagement approach for direct and sectoral mobilisation was envisioned and hence the recommendation of the NCP. The strategy suggested that the NCP should be convened through National Economic, Development and Labour Council (NEDLAC) and the Presidential National Anti-Corruption Advisory Council (NACAC), with the Government Communication and Information Services (GCIS) playing a coordinating role.

The robust and comprehensive engagement and communication strategy was aligned to the pillars of the NACS and was conceptualised to turn the tide on the prevailing negative public sentiment on corruption and general apathy. It clearly articulated that this is not a government only framework. The NACS espouses a whole-of-government and societal approach and the engagement and communication strategy subsequently does the same. The Communication Framework below, extracted from the NACS Communication Strategy (page 24), provides a

snapshot of the strategic approach that was envisioned, linking the objectives to communication cornerstones and the associated messaging streams.

Table 3: Communication Framework

Communication Imperatives	Effective, focused and consistent communications	Knowledge-empowered citizens	Whole-of-society values reorientation	Supported activities across all six pillars of the NACS
Communication Objectives	To ensure effective, focused and consistent communication that ensures inclusivity	To empower citizens with the knowledge and resources to help to fight corruption	To support and drive values re-orientation at a whole-of-society level	To support communication and engagement activities across all six pillars of the NACS
Communication Cornerstones	Awareness	Education	Prevention	Mobilisation
Messaging steams	1. Defines corruption 2. Demonstrates the impact and need to fight corruption 3. Defines and foregrounds the NACS	1. Empowers citizens to recognise corruption types 2. Educates by providing the resources to report/fight corruption 3. Educates on the NACS pillars and priorities	1. Encourage ethical leadership and conduct 2. Drives values education and recognition 3. Empower citizens to have zero tolerance for corruption	1. Educates citizens on implementation progress in relation to NACS and specifically the six pillars 2. Supports and spotlights programmes and people doing good work and making advancements in the anti-corruption space 3. Supports and expects accountability for anti-corruption activities across all sectors of society

This framework lends itself to a phased implementation which is summarised below:

Build an identity: creating awareness, identity and brand using mass communication tools to drive education and bahviour change

Build a community: building a community of stakeholders, business, labour, government and CSO's underpinned by collaborative committment to defeating corruption.

Mobilisation: launch a values-based mobilisation with a whole-of-society and whole-of-government approach to implementation and action. This requires direct and sectoral mobilisation.

Currently, the National Anti-Corruption Strategy exists as a document, one that is recognised and endorsed largely by those stakeholders and partners operating in the anti-corruption space . But beyond direct stakeholders, little is known about it due to limited implementation of the communications strategy.

This Communications Plan aims to bridge the gap between the existing strategy and a full behaviour change communication strategy by incorporating key behaviour change tenets in order to establish an anti-corruption movement, under the leadership of the envisioned OPI.

It is only with collective ownership and a whole-of-society participation that the embedded ethical behaviour espoused in this NACS Communication and Engagement Strategy will be realised.

2. Lessons learnt

Through the review and landscape mapping process a series of common themes emerged.

- There is an understanding that high levels of historic corruption have an impact on current circumstances.
- Corruption can be linked to issues around personal safety and crime, and problems with service delivery. Ultimately, corruption is viewed as a key factor (negatively) impacting daily life in South Africa.
- Without serious change from government, South Africans do not believe that a corruption free, efficient state is likely or possible.
- People will not be placated with promises or propaganda. They want real change that drives real impact that makes their lives better.
- While corruption has become 'normalised' — most South Africans are NOT corrupt nor do they have any intention of acting without integrity. Despite its perceived far-reaching tentacles, South Africans do not wish to choose lawlessness themselves.
- Furthermore, South Africans still hold out hope for a better future where people are held to account and corruption becomes a thing of the past.

From these insights we have distilled some guiding principles that the Communications Plan must incorporate:

- **Innovation:** public distrust in government's ability to tackle corruption is high, and traditional messaging will not be enough to shift attitudes or behaviour.

- **Increase knowledge:** Corruption is perceived as systemic, affecting safety, service delivery and personal opportunities — it is deeply felt but not well understood. We need to improve knowledge and understanding of corruption.

- **Amplify people's intentions:** South Africans are not inherently corrupt — despite normalisation, most people want to live with integrity and accountability. This is something that the Communications Plan must use to high impact.

- **Showcase success:** Messaging alone is insufficient — people want to see real action, transparency and accountability. As a result, the emphasis should be on communicating real successes and efforts that are producing results. We must communicate success to start to build trust.

- **Communicate at every step of the journey:** Hope still exists — many South Africans continue to believe in the possibility of a better, corruption-free future. Again, we can begin to build trust by showcasing successes, no matter how small, along the journey.

- **Tailored approach:** different audiences require different channels, messengers, and messages — a one-size-fits-all approach will not work.

- **Whole-of-society participation:** this is essential for success, as no single actor can build an ethical culture alone. Building an NCP is a complex task – especially in the absence of a burning crisis that can help to mobilise people.

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3. Communications Strategy

3.1 Strategic Communications Objective

The overarching objective is to catalyse a national movement for integrity and support the work of the proposed **Office of Public Integrity (OPI)** through a **Social and Behaviour Change Communication (SBCC)** approach, with the aim of achieving the following:

- **Communications Goal 1:** Create awareness of the OPI and buy-in for a national movement against corruption.

- **Communications Goal 2:** Mobilising sectoral and community-based stakeholders to implement campaigns to prevent corruption and in turn build a culture of integrity.

- **Communications Goal 3:** Rebuilding trust in public institutions and democratic values.

3.2 Strategic Framework: Five Pillars

To achieve the objectives of the NACS and support the establishment of a national anti-corruption movement, this framework proposes a five-pillar strategic approach. These pillars reflect the shift from conventional, one-directional messaging to a dynamic, inclusive, and sustained Social and Behaviour Change Communication (SBCC) model.

Each pillar addresses a critical enabler of long-term impact — from the way we communicate, to who is involved, to how the work is resourced and embedded in society. Together, they provide

a roadmap for building public trust, strengthening civic engagement, and nurturing a culture of integrity across South Africa.

1. **Pillar 1: A Bold Communications Approach**

Why: Corruption is often normalised and accepted as inevitable. A traditional, dry, or bureaucratic communication approach will fail to disrupt this mindset. We need to break through apathy and cynicism with emotionally resonant, human-centred storytelling and creative campaign design.

Recommendations:

1. Use bold, emotionally resonant storytelling to bring the impact of corruption to life – real people, real losses, real stakes.

2. Employ creative tactics and visual language that stand out in cluttered media spaces and appeal to audiences no matter their literacy level.

3. Challenge existing norms and provoke dialogue – develop campaigns that are memorable, provocative and urgent.

Tackles: this pillar tackles apathy, normalisation of corruption and emotional disengagement and can prime people to take action and become active citizens.

2. **Pillar 2: Multi-Channel Communications Strategy & Audience Segmentation**

Why: South Africa's media consumption is fragmented, and trust in formal institutions is low. The country's media consumption is further diversified based on age, language and geography. Different audiences need different messages, delivered via trusted platforms based on their consumption patterns. By using a multichannel approach, we can reach audiences through platforms that they trust and use — from community radio and WhatsApp to TV dramas, TikTok or face-to-face engagements/activations at schools, clinics and even churches.

Recommendations

1. Use layered messaging across mass media (TV, radio), digital platforms (social media, YouTube and websites), community media, in-person dialogues and activations in schools and workplaces.

2. Tailor content to specific audiences – e.g. youth, business, community leaders – using trusted messengers or influencers and leaders in communities. This must be premised on a robust advocacy and stakeholder engagement approach that will secure buy-in and support from gatekeepers in key sectors.

3. Embed communication into public spaces to face the problem head on, where it often takes place, for example in municipalities, public transport, clinics, SASSA queues, Home Affairs, SAPS and sports grounds.

Tackles: This pillar tackles issues of relevance, reach, low awareness, trust gaps, and knowledge deficits by using mediums and messengers that audiences trust and are comfortable using.

3. **Pillar 3: Operationalising the National Communications Partnership (NCP)**

Why: No single institution can shift the needle alone. We need society-wide ownership and participation. By enabling shared ownership, content development and amplification through an inclusive, values-driven partnership model led by the OPI, we can have a whole-of-society impact.

- **Recommendations**:
    - Design a National Communications Partnership led by the OPI with participation of key government partners, civil society, media, private sector, labour, artists, faith-based organisations, educators, public sector bodies, unions and business. As such, the NCP would take the form of a multi-stakeholder partnership, but the role of a leader, convener and driver is essential to ensure implementation. Thus, ownership of communications, prevention and public education should be held by the OPI as the leader of the NACS and convener plus driver of the NCP.
    - The NCP should be made up of:
        - Decision-makers (policy shapers, senior leaders)
        - Funders (government, private sector, philanthropy and multilateral agencies)
        - Content partners (media, creatives, private sector)
        - Multipliers (youth leaders, influencers, community champions)
    - Offer branding/toolkits to enable wide adoption and alignment under one national campaign identity.

Tackles: placing the OPI at the centre of the partnership model (coupled with wide convening powers) tackles resourcing, coordination, legitimacy and fragmentation challenges that often plague similar structures.

4. **Pillar 4: Lifelong Engagement Approach**

Why: Corruption is not a short-term problem – it is systemic, generational, and ingrained. In order to break the structural enablers, we need to shift from a once-off campaign mindset to a continuous engagement model, embedding integrity into schools and the curriculum, public sector training, leadership development, the private sector and the national culture.

- **Recommendations**:
    - Shift from campaign-thinking to movement-building: this must be an evolving, continuous programme embedded in education, institutions, sporting codes and national discourse.
    - Create content and engagement that builds over time, with clear phases (awareness → engagement → action → normalisation).
    - Include long-term interventions in schools, public sector induction programmes, values-based leadership training and curriculum development.

Tackles: this pillar tackles, shallow impact, campaign fatigue, lack of sustained change and moral and ethical erosion.

5. **Pillar 5: Well-Resourced and Professionally Led**

Why: Ambition requires investment. National reach and professional delivery are not possible without sustained resources and dedicated teams. Ensure the communication programme is backed by a skilled, well-funded team with strong monitoring, research, and delivery capacity.

- **Recommendations**:

  - Secure multiyear funding commitments from government and other sectors.

  - Build a dedicated, skilled team of communicators, SBCC experts, creatives and researchers.

  - Invest in audience research, message testing, monitoring & evaluation to guide content and prove impact.

  - Establish a communications hub in the OPI that coordinates with the NCP efforts, develops and distributes content, trains partners, and tracks momentum.

Tackles: this pillar tackles operational capacity, coordination failure, lack of data and funding instability to ensure that the approach is implemented as intended.

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4. Social Behaviour Change Communication (SBCC)

SBCC is the process of building an idea into a norm using a circle of communication. The circle of communication frequently includes peer opinion; information; education and dialogue. By encircling audiences with layered messaging across various touchpoints, we are helping to build an idea into a norm, shift perceptions and attitudes and ultimately drive behaviour change.

There are many models or approaches to behaviour change. Here we outline the key tenets of each model.

- **Knowledge–Attitude–Behaviour (KAB) Model**

  The KAB model is one of the earliest and most straightforward behaviour change models. It assumes that behaviour change follows a logical progression: first, people are provided with information (knowledge), which influences how they think or feel about an issue (attitude), and this, in turn, leads to a change in behaviour. While this model remains a useful foundation for communication efforts, especially those that involve raising awareness or providing essential information, it has limitations. It often overlooks emotional drivers, social norms, and environmental constraints (for example structural drivers of corruption) that prevent people from acting on what they know or believe.

- **Behavioural Determinants Model**

This model builds on the understanding that behaviour is influenced by a complex web of factors beyond just knowledge or beliefs. It considers the individual's capabilities, motivation, access to resources, social support, and structural or systemic barriers. In SBCC, this model is used to diagnose what factors are helping or hindering a particular behaviour — whether it's self-efficacy, peer pressure, legal frameworks, or service availability. It's particularly helpful for designing interventions that go beyond messaging, such as training, system reform, or environmental changes that support the desired behaviour.

- **Socio-Ecological Model (SEM)**

The socio-ecological model is central to SBCC because it recognises that behaviour does not occur in a vacuum. Instead, it's shaped by influences at multiple levels: individual (knowledge, attitudes), interpersonal (family, peers), community (norms, institutions), organisational (schools, workplaces), and policy/structural (laws, governance systems). SBCC strategies that use this model aim to create change at several of these levels simultaneously — for example, educating individuals, supporting peer groups, mobilising community leaders, and influencing policy. This layered approach ensures that change is both sustainable and embedded in social systems.

- **Social Norms Theory**

This theory focuses on how people's perceptions of what others do (descriptive norms) and what others expect them to do (injunctive norms) influence their own behaviour. In many contexts, especially where corruption or risky behaviour is normalised, individuals may act contrary to their own values because they believe "everyone does it" or "I have no choice." SBCC interventions using this theory aim to correct these misperceptions, highlight positive behaviour, and create visible momentum around new norms. It's a particularly powerful approach for addressing peer influence and shifting collective expectations.

- **Communication for Social Change (CFSC)**

The CFSC model positions communication not as the transfer of information, but as a process of dialogue, participation, and empowerment. It is rooted in the idea that sustainable social change comes from communities themselves, when they are supported to identify issues, explore solutions, and take collective action. CFSC approaches prioritise listening, inclusion, and the strengthening of community voice — often through formats like community radio, peer dialogue, participatory theatre, or storytelling. This model is especially effective when working with marginalised groups or aiming to build local ownership of social issues.

Each of these behaviour change models offers a unique lens for understanding how and why people shift their beliefs, attitudes, and actions. While they differ in focus—some emphasising internal motivation, others social norms or systemic influences—they are not mutually exclusive. In practice, some of the most effective behaviour change campaigns draw on

elements from multiple models, using the strengths of each to address the complexity of human behaviour. We propose an approach that intentionally selects and combines the most relevant components from these models—grounded in evidence and adapted to the South African context—to maximise reach, resonance, and lasting impact. This blended methodology allows us to tailor interventions more precisely to diverse intersectional audiences and settings, ultimately building a stronger foundation for ethical, values-driven change.

Below are some of the tipping points that the communications plans should seek to include. We have incorporated some of these tipping points into the phased implementation and recommendations in section 7.

Please note that the creation of a supportive environment is beyond the scope of communications, but this is being dealt with through the reforms envisioned in the NACS strategy.

Some Tipping Points

Behaviour	Pathway to change
Knowledge →	necessary but not enough
Self & community efficacy	very important
Dialogue/ debate →	key
Behaviour intention →	A step along way
Supportive environment	Important
Emotional 'stir-up' →	very important

5. Incorporating a Theory of Change (ToC)

A Theory of Change is a planning and evaluation framework that maps out how and why a desired change is expected to happen in a given context. It outlines the long-term goals, the intermediate steps or outcomes needed to get there, and the specific inputs and activities required. It also surfaces assumptions that underpin the pathway to change.

In SBCC, a ToC is essential for designing coherent strategies, guiding implementation, and evaluating impact. It helps teams stay focused on the bigger picture while making evidence-informed decisions along the way.

We recommend that at the outset of the communications planning, a Theory of Change (ToC) is developed in collaboration with monitoring and evaluation specialists. This can act as a roadmap that links communications activities to long-term outcomes. For this strategy, the ToC will:

- Identify how communication can shift social norms and behaviours related to corruption.

- Link inputs (e.g., messaging, platforms, partnerships) to outcomes (e.g., increased reporting or whistleblowing, improved perceptions of whistleblowers, deeper understanding of active citizenry, civic engagement and public accountability).

- Highlight assumptions, such as the belief that public education, when matched with visible accountability, builds legitimacy and change.

- Identify structural challenges that are beyond the scope of communications.

- Serve as a guide for SBCC programme design, implementation and evaluation.

A Theory of Change (ToC) is a critical foundation for designing a meaningful monitoring and evaluation (M&E) framework—especially when tracking behaviour change. It clearly maps out how and why change is expected to happen, linking activities to short-, medium-, and long-term outcomes. This clarity enables the development of indicators that are aligned to each stage of change, making it possible to measure progress, assess effectiveness, and adapt strategies as needed. Without a strong ToC, M&E efforts risk missing the nuances of behaviour change or focusing on the wrong metrics.

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6. Stakeholder Mapping and Psychographic Segmentation

Typically a communication strategy contains a detailed stakeholder mapping component. This exercise has already been completed and is featured in the NACS Communication and Engagement Strategy. We recommend that before implementation begins, this should be:

- Reviewed and updated to reflect current dynamics and the role of the OPI. It would be more meaningful and impactful once the final structure of the OPI is complete, and the stakeholder ecosystem can be mapped more accurately.

- This updated stakeholder mapping should be matched with audience segmentation (e.g., values-based or psychographic profiles) to tailor messages and messengers more

effectively. Again, this will need to be revised upon implementation to ensure relevancy to the current context.

- Used to identify early adopters, champions, and resistance points based on the current context at the point of implementation.

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7. Messaging

Typically, a communication strategy includes a detailed messaging framework or "message house" that outlines the core narrative, supporting messages, and key proof points for different audiences. In the case of the National Anti-Corruption Strategy (NACS), this exercise has already been completed and is reflected in the NACS Communication and Engagement Strategy.

However, given the evolving context, shifts in public sentiment, and changes in the stakeholder landscape, we recommend that this messaging framework be reviewed and updated before implementation begins. Refreshing the messages will ensure alignment with current realities, emerging trends, and any sector-specific developments that could affect how the campaign is received or understood.

Below we outline a process to follow when implementation is imminent.

- Messages are refined and tested with key audience groups

- Translated into all official languages

- Framed through values, emotions and lived realities, not just facts

- Delivered by credible voices – community champions, whistle-blowers, ethical leaders

- Developed into compelling, empathetic and creative concepts that are bold and engaging to a range of audiences.

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8. Phased Approach

Through consultations with key stakeholders and analysis of the Communications and Engagement Strategy, it is clear that a phased approach to communication would be most impactful.

To ensure that a strong foundation has been laid we recommend the following phases and the objectives for each phase:

| Establishment | Awareness | Education | Social Mobilisation |

Establishment phase

During the establishment phase it would be critical to set up the OPI Communications Department, the NCP and develop the OPI brand identity and key communications platforms like the website, social media pages etc.

During this phase it is essential to deliver the following:

Establish the OPI Communications Department

1. Define mandate and objectives: clarify the role of the department within the OPI and its contribution to the overall mission and align objectives with the NACS strategy and the broader anti-corruption and public integrity agenda.
2. Recruitment and staffing: identify required roles and prioritise hiring experienced communicators with understanding of behaviour change, public sector context, and multi-channel campaigns.
3. Develop internal systems and processes: Establish workflows for content creation, approvals, media engagement, risk management. Set up brand identity, templates, toolkits, and branding guidelines. Create protocols for crisis communication and rapid response.
4. Capacity building: Train internal team on SBCC principles, public sector communication, stakeholder engagement, and media handling. Consider partnerships with institutions or consultants to upskill early hires.
5. Set-up infrastructure and tools: develop or procure platforms for digital communication (website, social media management tools), media monitoring, design and content production and stakeholder Customer Relationship Manager (CRM) and mailing lists**.**
6. Establish a digital presence: including a website, social media profiles, emailers, databases etc.

Setting up the National Communications Partnership (NCP)

1. Clarify purpose and value proposition: clearly define the NCP's role in supporting NACS implementation through aligned messaging and joint action. Position the NCP as a space for collaboration, driving the public interest and promoting SA's development agenda.
2. Identify and engage founding partners: Bring together government departments, civil society, media, business, faith-based organisations and creatives. Secure early champions who can co-lead or act as convenors.
3. Governance and structure: define roles (e.g. secretariat, working groups, convenors, funders). Develop a terms of reference that sets for participation and decision-making.

Set up regular coordination mechanisms (e.g. monthly meetings, shared calendar, shared digital workspace).

3. **Shared messaging and content pool:** Co-develop a shared messaging framework or "communications house." Create a content hub and toolkits that partners can draw from, adapt and share. Design templates for partner branding alongside OPI or NACS messaging.

4. **Partnership engagement model:** Develop partnership tiers or levels of involvement (e.g. amplifiers, implementers, co-creators). Offer capacity-building or resource-sharing incentives.

6. Launch and visibility: Plan a formal launch event or campaign to kick off the NCP. Use storytelling and case studies to showcase the power of collective impact.

7. Monitoring and feedback loops: Track shared indicators for communication reach and impact. Facilitate reflection and feedback sessions with NCP members.

Constituting the NCP

Below we map the key members of the NCP, as brainstormed and consolidated in the strategy workshop with the NACAC Communications Workstream and other key stakeholders. Here we outline who should be included in the NCP and in some instances we outline the approach to incorporating them into the NCP to achieve maximum impact.

Government:

- Decision-makers: Presidency, GCIS, JCPS Cluster, DPME, DPSA, COGTA, NT, Information Regulator, Parliament
- Multipliers: education, PSA, Home Affairs, PSC, COGTA, SALGA, Department of Health, BMA, DPW, DWSA, DHS, Chapter 9 & 10, SOE, DSAC, PANSLAP

Civil society:

- Decision-makers: labour, INGOs, NGOs, CBOs, interfaith communities, think tanks/researchers, traditional leadership structures, sports bodies, youth organisations, arts bodies, women's organisations
- Multipliers: individual organisations and grassroots movements

Private Sector:

- Decision-makers: Organised business eg: BUSA, BLSA, NAFCOC, BMF, ID, Communications and Ad agencies.
- Multipliers/Content partners: the platforms of private sector entities
- Funders: banks and big businesses to contribute funding as part of their CSR initiatives.

Approach/how incorporate/operationalise:

- Decision-makers must all send permanent representatives to encourage consistency and accountability
- Expansive approach proposed where participants determine their mandate, rules of engagement & the values or requirements for participation

- Participants to identify a role for themselves - with an emphasis on practicality, co-operation and cohesion. They must identify their own resourcing contributions and how they will proliferate the message in their organisations effectively.

Media:

- **Decision-makers:** GCIS & SANEF, SABC, National Association of Broadcasters, Southern African Freelancers Associations, Press Council of South Africa, Media Development and Diversity Agency, Association for Independent Publishers, Broadcast Complaints Commission of SA etc, community media
- **Multipliers:** MultiChoice, Media24, Primedia, individual media house etc

Approach:

- We recommend a strategic approach that ensures the media's inclusion in the NCP in a that aligns with their independent role in society takes advantage of their reach and unique position in society.

Education sector:

- **Decision-makers:** DBE and DHE Minister and Office, Officer of the Premier, MECs for Education, CHE, Umalusi, IEB, Research institutions, StatsSA, unions
- **Multipliers:** SETAs, basic and higher education, clusters, heads of communications in departments, SRCs, SGBs, educational civil society, SALGA

Awareness Phase: Launching the OPI

The Awareness Phase marks the public-facing debut of the OPI and the beginning of a coordinated national effort to bring the NACS to life. This phase is about visibility, credibility, and momentum and creating knowledge and awareness as a precursor to behaviour change.

It sets the foundation for sustained public engagement by building recognition of the strategy and trust in the institution responsible for driving it forward. The goal is to ensure that all South Africans – in every language, in every province – understand what the NACS is, why it matters, and how the OPI will play a central role in delivering its promise. Simultaneously, this phase begins the process of bringing the NCP ecosystem to life with campaigns and activities.

- **Public awareness of NACS and the OPI**

To build public awareness, we will launch a targeted communications campaign that introduces the NACS and the OPI to the nation. This includes:

- A multi-platform campaign that uses television, radio, community media, social media, and government platforms to ensure wide reach and broad awareness and knowledge.

- Summarising the NACS and the role of the OPI in plain language and all official languages to promote inclusivity and understanding.

- Community-level engagement using existing trusted platforms – such as community radio, ward meetings, and schools – to localise the message and connect with people

where they are. These kinds of activities stimulating dialogue and discussion – when paired with awareness begins to build self-efficacy and community-efficacy to take action.

- Educational content that explains how corruption undermines development and how the OPI is structured to combat it, in ways that are relevant to everyday experiences.

This campaign must be accessible, engaging, and repeated across time to reinforce understanding and drive reach.

- **Building credibility and trust**

Credibility is non-negotiable in anti-corruption work. The early communications must:

- Clearly communicate who the OPI is: its mandate, structure, leadership, vision, and approach. This is a crucial awareness and knowledge activity.

- Proactively demonstrate transparency, especially in the appointment of leadership and staffing processes – who is being appointed, how, and why they are suitable for the task.

- Begin to set the tone for the OPI's operating culture: responsive, ethical, independent, and people-centred. This means that even at launch, the OPI must be seen to be walking the talk — e.g., through its own procurement processes, openness to scrutiny, and responsiveness to public concerns.

- Use real stories and leadership voices to put a human face to the institution, reinforcing a narrative of competence, integrity, and service.

- **Operationalising the National Communications Partnership**

With the NCP formally constituted, this phase focuses on bringing the partnership to life through joint action and collaborative campaigns. The emphasis is on activating the networks, platforms, and resources of campaign partners to amplify key messages and drive public engagement with the NACS.

Key activities will include:

- Launching coordinated campaigns across multiple platforms using the voices, brands, and reach of partner organisations. This will help to build awareness and ensures that messaging is not only consistent, but also visible and trusted across different audience segments.

- Mobilising partner-specific strengths – such as access to grassroots communities, media airtime, creative content production, or sectoral influence – to extend the reach and relevance of communications.

- Implementing a shared campaign calendar and messaging toolkit, aligned with national priorities, commemorative dates, and key moments in the OPI's rollout.

- Facilitating regular partner briefings, feedback loops, and learning exchanges to refine the approach, share results, and ensure adaptability.

- Using this momentum to build public confidence and generate demand for participation, oversight, and accountability – creating a sense of shared ownership of the NACS.

Operationalising the NCP marks a critical turning point – moving from coordination to collective impact, where communication partners work as a force multiplier to embed anti-corruption messaging into the national consciousness.

This early groundwork is critical to unlocking a coordinated national movement, where government and society are speaking with one voice in support of the NACS.

The Education Phase is about increasing and improving knowledge, deepening public understanding and strengthening social norms that support the fight against corruption. While the Awareness Phase introduces the NACS and OPI, this phase begins the work of *internalising* the message – enabling people to recognise corruption, understand its consequences, and see themselves as active participants in the solution.

It is also a trust-building phase: one where we explain, clarify, and engage, laying the foundations for citizen action. By using engaging, accessible formats and trusted messengers, this phase aims to build consensus within communities that corruption must be challenged – and that the OPI can be trusted to lead that effort.

- **Grow understanding of corruption, its types, impacts and consequences**

This phase will feature an ongoing public education campaign that breaks down what corruption looks like in practice – from petty bribery to procurement fraud – and how it affects service delivery, job creation, inequality and trust in public institutions. This is an important element in strengthening anti-corruption attitudes. By reinforcing positive attitudes, people become more motivated to intend to act ethically (behaviour intention is a key tipping point in driving behaviour change).

- Content will be localised and illustrated through relatable, real-world scenarios that help people connect systemic corruption with their lived experiences.

- The campaign will also seek to dispel myths, such as the belief that corruption is inevitable or that reporting it makes no difference. It should highlight that integrity is a strength not a risk.

- Resources such as visuals, comic strips, infographics, community dialogues, radio dramas and short explainer videos will be used to reach diverse audiences. The emphasis will be on improving awareness and knowledge through entertaining and engaging formats.

- **Educate the public on whistleblowing and the new Act**

This phase will also place a strong focus on educating people about their rights and protections under the new whistleblower legislation:

- A dedicated sub-campaign will explain how and when to blow the whistle, what protections exist under the new Act, and how the OPI and other partners will handle reports.

- It will include how-to guides, radio Q&As, and animated explainers that simplify the legal language and emphasise practical steps.

- The aim is to promote safe, informed whistleblowing, while reassuring potential whistleblowers that they will be protected and supported.

- Trusted voices, such as community leaders, legal experts, and whistleblowers themselves, will play a key role in building confidence in the system.

- **Inculcate a culture of integrity and accountability**

To shift behaviour and social norms, this phase will include a national edutainment campaign that uses storytelling and popular culture to promote integrity, fairness, and accountability. High-impact and powerful edutainment must include an emotional stir-up, a key tipping point in behaviour change.

- Anti-corruption story line integration – we recommend that an anti-corruption storyline is integrated into a national soapie or drama. This extends reach and presents the topic in an engaging manner that can stimulate dialogue and debate and reinforce educational messages. Again this would use an emotional stir-up.

- A series of TV, radio, and digital content pieces will be developed, including short dramas, influencer collaborations, community challenges and possibly gamified learning content.

- Messages will be crafted to inspire a sense of pride in ethical leadership, and to position integrity as something to be celebrated – not feared or dismissed. We can also position ethical behaviour as the social norm with messages like "Most South Africans believe corruption must be challenged" or "Public servants across the country are standing up for what's right.

- Youth and young adults will be a key focus, with messaging designed to challenge cynicism and create a future-oriented anti-corruption identity.

This element of the campaign will also help to establish social norms, for example people are more likely to form an intention if they believe others like them are doing the same. By shaping the perception that anti-corruption behaviour is normal and expected we are more likely to encourage people to act in an anti-corrupt way.

- **Showcase the independence and transparency of the OPI**

Trust in the OPI will be strengthened through ongoing storytelling that shows how the institution is operating in the public interest:

- Case studies, behind-the-scenes interviews, and accessible updates on key decisions and investigations will form part of a "show, don't just tell" approach to transparency.

- Content will highlight the independence of the OPI through proof points, such as how complaints are handled without fear or favour, and how decisions are made free from political interference.

- Success stories, even if small, will be amplified through trusted media and community voices, showing that progress is possible and that the OPI is delivering on its mandate.

Social Mobilisation Phase: Using public participation to mobilise communities

The Social Mobilisation Phase is where public engagement transforms into public ownership. Having laid the foundation through awareness and education, this phase focuses on activating communities and empowering people to participate meaningfully in the fight against corruption. It is about moving from understanding to action – from passive support to visible, collective mobilisation. The aim is to create a sense of belonging, pride and momentum around a national anti-corruption movement. This will be achieved by building symbols, rituals, language and champions that people can rally behind. The emphasis will be on local relevance, national reach, and emotional connection.

- **Awareness and education: solidifying the groundwork**

Before we mobilise, we must ensure that people understand *what they are joining* and *why it matters*. This phase will:

- Reinforce the core messages from the awareness and education phases through refreshers, new formats and targeted local activations.

- Focus on underserved and hard-to-reach communities, using trusted messengers and community-based media.

- Offer simple, engaging content that connects corruption to real life and clearly spells out what individuals and communities can do.

- Ensure platforms are in place for two-way communication, where people can ask questions, provide feedback and access support or reporting mechanisms.

- **Create a compelling idea or call to action**

Mobilisation needs a strong emotional hook – a unifying idea that people can get behind. This could take the form of:

- A powerful slogan, war cry, or campaign anthem that captures the spirit of the movement.

- A national pledge or commitment statement that people, institutions, and even influencers can publicly adopt. By asking people to commit we are helping them form an intention to act in an ethical way.

- We also suggest that we make the desired behaviour specific, the more concrete it is the easier it is to adopt. Eg: "I refuse to pay a bribe" or "I will say no when pressured to act unethically".

- A message framework that speaks to values – such as fairness, justice, and ubuntu – and gives people language to express their support.

- The campaign should feel energising, inclusive and easy to personalise – people must be able to say: *"I'm part of this."*

- **Collective action and visibility**

This is the engine room of mobilisation. We need to make participation *visible, joyful, and contagious*. This will include:

- The development of a simple, bold visual icon – a symbol that represents the anti-corruption movement and can be used across materials, events, digital campaigns and merchandise (e.g., ribbons, badges, stickers) by all NCP members.

- Running national and local action days, digital challenges, community mural projects, marches or dialogue forums – depending on context and appetite.

- Using storytelling and social media to spotlight ordinary people taking a stand against corruption in their schools, clinics, workplaces or communities.

- Partnering with schools, workplaces, civil society organisations and traditional structures to embed the campaign in existing community rituals.

- **Brand ambassadors or campaign champions**

Identifiable faces and trusted voices will help bring the campaign to life and bridge the gap between the public and the OPI. These champions should:

- Be diverse and representative – from Presidential and political ambassadors to sports people, celebrities and influencers to community leaders, youth activists, whistleblowers and faith-based voices.

- Share personal stories or public commitments that model integrity and speak authentically to the audience.

- Be trained and supported to deliver campaign messages, attend events, and engage with media and communities.

- Serve as "relational anchors" – helping people trust the message because they trust the messenger.

9. Critical Success Factors and Dependencies

The success of this Communications Plan hinges not only on creative execution, but on a strong enabling environment that supports credibility, coherence, and sustained public engagement. The following considerations highlight the essential conditions, risks, and strategic levers that must be in place for the plan to achieve its intended impact. These are not afterthoughts — they are central pillars of a campaign that aspires to shift behaviour, inspire trust, and catalyse a whole-of-society movement against corruption.

1. Political and institutional anchoring

- The communications campaign must be anchored within a credible and capable institutional home — ideally the OPI, with strategic coordination support from GCIS and other key partners including NEDLAC and The Presidency.

- Visible political buy-in from the highest levels of government is essential to signal commitment, build trust, and create political space for bold messaging.

- Communications must align with broader public sector reforms, accountability frameworks, and real-time institutional developments to avoid dissonance.

2. Credibility and visible accountability

- People believe actions, not just words. Messaging will only resonate if it is backed by visible government and private sector action — including investigations, sanctions, and systemic reforms as well as internal action by companies.

- Transparent updates from the OPI, including progress on cases and institutional integrity, will reinforce public trust.

- Credible messengers are essential: people trust people, not institutions or slogans. Campaigns must elevate the voices of whistleblowers, community leaders, survivors of corruption, and ethical public servants.

3. Adequate resources and professional staffing

- A national behaviour change campaign cannot be run on goodwill alone. Dedicated funding is required to support professional staffing, content development, media placement, community activation, monitoring, and crisis response. Funding must come

from government with matched funding secured from the private sector and donor organisations.

- Skilled personnel are needed across communication functions — including strategy, media relations, creative, digital, grassroots mobilisation, and M&E.

4. Evidence-based and audience-centred design

- Messaging must be rooted in audience insight — understanding how different groups perceive corruption, where they place blame, what motivates them, and what stops them from speaking out.

- Message testing and audience segmentation should guide the creative approach, ensuring cultural relevance and resonance.

- Commission rapid assessments of public attitudes, media consumption habits, and misinformation trends to inform rollout and adaptation.

5. Trusted messengers and cultural relevance

- Campaigns must be delivered by people and platforms that communities already trust: religious leaders, radio hosts, teachers, youth activists, and others embedded in daily life.

- All materials must be translated into all 11 official languages and adapted to different literacy levels and cultural contexts to ensure accessibility.

6. Whole-of-society participation

- The campaign must foster co-ownership across society, including civil society, the private sector, labour, youth, faith-based organisations, and the media.

- The National Communications Partnership must be fully operational and mobilised to coordinate across sectors and amplify messaging through multiple, trusted channels.

- Mechanisms should be in place **to facilitate grassroots participation** and enable communities to tailor national messages to local contexts.

7. Creating urgency and national momentum

- The campaign must position corruption as a national crisis – one that threatens livelihoods, deepens inequality, and erodes democracy.

- Messaging should be rooted in shared values such as fairness, dignity, justice, and ubuntu to create moral resonance.

- Storytelling should show real-world consequences of corruption, especially in how it affects vulnerable groups and undermines essential services.

8. Monitoring, evaluation, and continuous learning

- Monitoring and evaluation must go beyond proving impact — it should be designed to inform rapid adaptation.

- Feedback loops and real-time data collection (including digital analytics, media sentiment, and community feedback) must be built in from the start.

- Regular reflection and learning sessions with the OPI and campaign partners will ensure the strategy evolves with the context.

9. Risk mitigation and crisis preparedness

- The anti-corruption space is inherently political and volatile. The campaign must be equipped to respond to misinformation, backlash, reputational risks, or political interference.

- A crisis communication protocol should be developed early, along with a plan for coordinated rapid response messaging.

10. Digital readiness and innovation

- Digital platforms are essential for reaching young people and scaling impact — but they require dedicated strategies, staffing, and moderation systems.

- Innovative approaches such as gamification, mobile challenges, citizen storytelling, or WhatsApp-based engagement can help drive interest and participation, especially among youth.

10. Conclusion

This Communications Plan sets out a bold and practical roadmap to mobilise the nation around the National Anti-Corruption Strategy (NACS) and the newly established Office of Public Integrity (OPI). Rooted in behaviour change principles and supported by a whole-of-society approach, the plan recognises that defeating corruption is not only a matter of enforcement — it is a matter of prevention that involves shifting public mindsets, restoring trust in institutions, and inspiring collective action for sustained change to be realised.

Each phase of the plan — from awareness to education to mobilisation — is designed to meet people where they are, speak to their lived experiences, and invite them to become active participants in building a more just and accountable South Africa. Success will depend on strong leadership, credible messengers, consistent messaging, and meaningful partnerships across all sectors of society.

Ultimately, this is more than a communications effort — it is a movement to reclaim integrity as a national value. With the right resourcing, political will, and public engagement, this strategy can help turn the tide against corruption and build the foundation for a future where public power is exercised in the public interest.

11. Annexures

Annexure 1: Workshop Agenda - Developing a Communications Plan (based on the NACS communication strategy) for the proposed OPI

Workshop Agenda

Developing a Communications Plan (based on the NACS communication strategy) for the proposed OPI

Date: 20 May 2025 I Venue: Garden Court OR Tambo I Time: 09:00 – 16:30

08:30–09:00 | Arrival and Registration

Session 1: 09:00–09:30 | Welcome and Context Setting

Objective: A recap of the journey to provide context for the workshop

Speaker: Councillor Nkosikazi Mhlauli & Moira Campbell

- **Presentation: Journey so far**
    - Setting the scene (a brief overview of the work of the NACAC Comms Workstream)
    - Summary of the existing NACS Communications Strategy (Moira Campbell)
    - Task for the day: How can the OPI operationalise the NACS Comms Strategy?

Session 2a: 9:30 – 10:30 | Using a Social Behaviour Change Communication (SBCC) Approach

Objective: Using a SBCC multi-channel approach

Speaker: Coco Cachalia (Grounded Media CEO)

- Presentation: What is SBCC and what are the key stages in behaviour change
- Discussion: What are the top communication challenges to be addressed by SBCC in the context of corruption prevention and public education?

Session 2b: 10: 30 – 11:00 | Case studies from around the world

Objective: Drawing on lessons learned

- Strategic insights from communications best practice from around the world

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11:00 – 11:15 | Tea Break

Session 3: 11:15 – 12:30 | Operationalising the National Communication Partnership (NCP) as an implementation modality to mobilize all-of-society and all-of-government

Objective: Who forms the NCP and how do we operationalise it?

- Sectoral mobilisation through institutions/ industries/ sectors

- Breakaway sessions: What will it take to build an NCP? Each group to map key decision makers and multipliers in the following sectors: government, civil society, private sector, education sector & media (if more sectors surface from participants, these can be added).

- Plenary discussion

12:30–13:30 | Lunch

Session 4: 13:30 – 16:00 | What does the OPI need to communicate effectively, based on the presented strategy and approach?

Objective: Sensitise stakeholders to the full communications ecosystem and the resource requirements for high-impact communications

Session 4a: 13:30 – 15:00 What are the communication phases?

- Presentation on phases as outlined in NACS Comms Strategy

- Breakaway session

- Awareness: Launching the OPI

- Education: Building consensus and trust in communities

- Social mobilisation: Using public participation to mobilise communities

  o Plenary discussion

15:00–15:15 | Tea break

Session 4b: 15:15 – 16:15 | What is required for effective implementation?

Activity:

- Presentation key resourcing questions (15 mins):

  o What minimum staffing is required for effective communications? Eg: technical skills

  o What tools/platforms are essential?

  o What budget level is realistic?

  o Are consultants or a communications agencies required?

  o Research requirements – perceptions/attitudes surveys, landscape mapping etc

  o M&E requirements – baseline, mid-line and endline studies are required.

- **Discussion (45 mins):** What can different stakeholders (as identified in Session 3) bring to the table in terms of the key resourcing questions (above)?

16:15-16:30 | Wrap-Up and Next Steps

- Recap of outcomes and agreements
- Next steps

Annexure 2: Workshop Attendance Register

20 MAY 2025

CONFIRMATIONS FOR WORKSHOP ATTENDANCE

ORG	QUANTITY	NAMES
NACAC	6	Dr Naidu, Sefura, Cllr Dolopi, Cllr Mbeki, Cllr Mhlauli & Cllr Lewis
OPSC	2	DDG Malatsi & Ms Moroko Mabowa
DPME	2	Xoliswa Salman and Lawrence Ngobeni
SIU	5	K Subramoney, Mr Mkhungo, Keizer Kganyago, P Maharaj & Mdu Nxumalo, Tirelo Phulwane
DPSA	1	Pleasure Matshego
CW	1	Moira Campbell
Mobilize	2	Bomi Bukali and Kgaladi Makhafola
GEAC	1	Zanele Sabela
World Bank	1	Albertus Schoeman
Behavior Change Agency (BCA)	2	Lebo and Elmien
GM	3	Coco, Thoko, Jade
GIZ	3	Joanna, Mokgapi, Esihle