

# I. STRATEGIC OBJECTIVES - SETTING POLICY DIRECTION

## **Vision:**

To build an effective people's Parliament that is responsive to the needs of the people and that is driven by the ideal of realising a better quality of life for all the people of South Africa.

# I. STRATEGIC OBJECTIVES

## SETTING POLICY DIRECTION

### 1.1 STRATEGIC OVERVIEW AND KEY POLICY DEVELOPMENTS

On 27 April 1994, the first democratic Parliament was elected in South Africa, representing the hopes and aspirations of all South Africans. The birth of a new democratic South Africa was celebrated. The newly founded Parliament was established and based on the values and precepts of the Constitution of the Republic of South Africa. Parliament was elected to represent the people and to ensure government by the people under the Constitution, and to represent the provinces in the national sphere of government.

The establishment of the first democratic Parliament meant that Parliament, as an institution, was to undergo unprecedented and fundamental transformation as required by the interim constitution and later the new Constitution. A complete and wholly new institution was to be established, on both the political and administrative levels. New rules, procedures, mechanisms and capacities were needed to effect the work of the new Parliament.

One of the most significant changes for Parliament was the establishment of an entirely new House of Parliament, the National Council of Provinces (NCOP), to ensure that provincial interests are taken into account in the national sphere of government. In addition, new working methods were created, adhering to the central value and theme of our participatory

democracy. The tradition of committees meeting behind closed doors ended as these meetings were opened to the public. Ordinary people, representatives of interest groups, business and trade unions became a familiar sight in Parliament's corridors.

Newly introduced programmes by the 3rd Parliament include the 'Taking Parliament to the People' campaign and the 'People's Assembly'. Building a democratic Parliament that is transparent and responsive to the electorate, and that develops and follows a legislative agenda that is aimed at accelerating the transformation of the South African society, has been Parliament's overriding policy and strategic objective since 1994. Since the first democratic elections, significant transformation has occurred through the legislative process. The period 1994 to 2004 saw a sustained focus on eradicating the statute books of discriminatory legislation and laying the foundations for a democratic and open society.

During the term of the 3rd Parliament the demand on members of Parliament to engage in oversight activities and participate in international organisations, events and forums increased. Public participation activities have also increased, whilst the level of ongoing activities in the lawmaking process declined. In addition the Constitution and relevant legislation inform, and is the anchor, for engagement within the national and international political or governance environment.

The year 2007 saw a focus on areas to deepen debate on the role and place of the legislative arm and the relationship between the three arms of the state, and building a people's Parliament for a developmental state with the ultimate objective of pushing back the frontiers of poverty. The developmental state seeks to drive development, in contrast to a free market approach, and seeks to improve and rehabilitate the state machinery to deepen democracy and to develop its people.

## 1.2 KEY ISSUES

Certain key strategic issues informed the work of Parliament during this term. These included:

### 1.2.a. Matters emanating from the core objectives of Parliament:

#### 1.2.a.i. Outstanding Legislation

Certain legislation, required by the Constitution, must be passed by Parliament. This includes:

- Legislation in terms of section 6(4) – to regulate and monitor use of official languages;
- Legislation in terms of section 47(2) and 106(2) – dealing with the limits on eligibility of a person to become a member of the National Assembly or Provincial Legislature;
- Legislation in terms of section 65(2) – dealing with uniform procedure for casting of votes by provincial delegates in the National Council of Provinces (NCOP);

- Legislation in terms of section 77(3) – dealing with procedure to amend money Bills before Parliament;
- Legislation in terms of section 125(3) – dealing with assistance to provinces by national government to develop their capacity and effectiveness;
- Financial Management of Parliament Bill.

#### 1.2.a.ii. Developments in the oversight process

Parliament plays a pivotal role in ensuring that the objectives and values postulated in our Constitution come to fruition. To this end the design of its mechanisms for exercising its constitutional mandate of scrutinizing and overseeing government's action is of paramount importance. Much of Parliament's focus in the first decade of democracy was on ensuring the transformation of South Africa's legislative landscape in line with the Constitution. Due to this, Parliament's oversight function received far less attention – a fact underscored by the reality that the Constitution deals with Parliament's legislative authority in much greater detail, compared to its oversight role.

With the tempering down of Parliament's legislative workload in the Second and Third Parliaments, and the increased challenge to ensure sound governance and effective service delivery by the executive, the imperative arose to improve Parliament's oversight capacity. The National Assembly, at the beginning of 1999, commissioned research on Parliament's oversight function. The research report was tabled in July 1999,

whereafter the Joint Rules Committee (JRC) of Parliament established an Ad Hoc Joint Subcommittee to consider and make recommendations on the report. After adoption of the subcommittee report by the JRC in March 2004, a joint Task Team (TT) was set up in November 2004 to lead the implementation of the subcommittee's proposals. The Task Team that led the implementation process established three Focus Groups, namely the Budget, Projects and Committees Focus Groups.

The overarching objective was to develop a model for Parliament's oversight function that was both in line with the new strategic vision and that would produce the resultant realignment of resources to fulfil Parliament's mandate with greater efficiency and effectiveness. As clearly captured in both Parliament's vision, and the recommendations of the Ad Hoc Joint Subcommittee, at the core of such a model was the desire to establish a "people's Parliament".

The development of a model for oversight has been conducted due to the fact that the Constitution does not elaborate on all mechanisms that are to be put in place in relation to oversight. The Task Team therefore had to look at mechanisms that are currently in place and new mechanisms that it could adopt, which comply with its constitutional mandate in respect of oversight.

The Joint Rules Committee adopted the new Oversight Model in April 2008, which will now give way to further implementation of this conceptual model.

As part of Parliament's greater oversight role, the Review of Chapter 9 and Associated Institutions was completed by an ad hoc committee. This review provided an opportunity to assess the extent to which society had been transformed and human rights entrenched through the operation of these institutions. The review also identified requirements to strengthen these institutions to ensure that they are best able to achieve their objectives. The recommendations of this report will now be considered.

In 2006 Parliament conducted a review of the impact of the Promotion of Equality and Prevention of Unfair Discrimination Act of 2000. The review concentrated on the impact of the Equality Act on the lives of women and people with disabilities. A report was tabled in Parliament in November 2006. For Parliament to be able to intensify the fight against poverty and promote development it is important to take concrete steps in implementing the recommendations of the review campaign, including a review of the Equality Act of 2000, the adequate provision of monitoring information, and to address specific shortcomings in terms of statutory requirements for people with disabilities.

The African Peer Review Mechanism (APRM) is a key accountability and self-assessment element of Africa's development project, the New Partnership for Africa's Development (Nepad). Parliament needs to develop its capacity to monitor the implementation of recommendations of the APRM and to have inclusive project teams working on this project. In this regard the report by the Panel for the Assessment of Parliament is due to be completed during mid 2008.

### 1.2.a.iii. Increased international participation

As an institution representing the people of South Africa, Parliament finds itself in a fast-changing global domain. Political and economic relations and co-operation is furthered on global, continental, and regional platforms. Parliament, as guided by South Africa's foreign policy, actively participates in various regional, continental and international forums to promote the African agenda and the role South Africa plays in this regard.

These include the African, Caribbean, Pacific-European Union forum, the Inter-Parliamentary Union, the Commonwealth Parliamentary Association, the Pan-African Parliament and the SADC Parliamentary Forum. Parliament's affiliation to and participation in these organisations results in commitments that need domestication, prioritizing and a set of dedicated human and other resources. Parliament has adopted an International Relations policy and established the Parliamentary Group on International Relations (PGIR) to guide its interaction with the rest of the world and how it receives international visitors to Parliament.

More work needs to be done in terms of building capacity to enable Parliament to engage with international relations issues optimally. This would include a content-based executive development programme to develop capacity in international relations, establishment of specialist areas of work within the International Relations Section, and capacity for monitoring the implementation of international agreements by the executive, as well as resolutions adopted at multilateral conferences.

### 1.2.a.iv. The need for improved public participation

Parliament aims to improve public participation in all parliamentary processes as set out in the Constitution, and its commitment to being responsive to the electorate. Parliament is set to improve its public education, provision of information and access to its processes in striving to increase the involvement of people.

An integrated Public Participation Model that integrates public participation into the core functioning of Parliament needs to be developed. The model will inform all public participation programmes of Parliament as well as all supportive communication initiatives. Parliament still needs to provide adequate information to South Africans on the many avenues through which they can participate in parliamentary processes. This requires an effective public education programme.

The challenge remains to develop systems and processes in line with Parliament's Oversight and Public Participation models to ensure that public participation inputs received are correctly channelled and utilised by the committees in their oversight and legislative work.

Parliament, in its effort to expand its reach and provide access, opportunity and space for it to directly be in touch with and engage continuously with people ordinarily outside national debates in society, established Parliamentary Democracy Offices as a pilot project in three provinces (Northern Cape, North West and Limpopo).

An ongoing key activity in a Parliament Democracy Office would be political discussion to obtain people's views on matters of national importance, major policy or legislation before Parliament. In addition they will assist with realising the public participation objectives of Parliament, create an immediate parliamentary presence in the provinces, and ensure a greater level of efficiency in accessing communities and providing ground support for parliamentary programmes.

Parliament also needs to promote a positive image to South Africans. The establishment of an enabled, sufficiently resourced, comprehensive, and proactive communication service to execute an appropriate (internal and external) communication strategy on the work of Parliament and parliamentarians is essential. Further work must be done towards promoting a better understanding of the role of Parliament both internally and externally and raising awareness in the public domain.

In addition, programmes such as the People's Assembly, Taking Parliament to the People, Women's Parliament and Youth Parliament need to be monitored and assessed.

#### 1.2.a.v. Developments in the co-operative government processes

Due to the young nature of the democracy many of the aspects of the Constitution relating to the co-operative government role of Parliament require development of processes and practice. Many areas have seen advancements, including the greater role of the NCOP in interventions relating to local municipalities, the role of Institutions

Supporting Democracies (ISD), the appointment of public office bearers, and the discharge of certain statutory functions as prescribed in legislation. However, there is a need for development and improvement in processes of co-operative government.

In respect of the budget of Parliament, the view is that the interaction between the Executive and the Presiding Officers needs to be better structured to reflect the status and role of Parliament as an institution that exercises oversight over government actions. In this regard, it is believed that it can only be correct to accommodate Parliament's needs as part of the top-sliced portion of revenue to be agreed between the Presiding Officers and the Treasury Committee.

In this regard, a report was commissioned on the Role and Status of Parliament, focusing specifically on the role and status, powers and functions of Parliament as it exercises its co-operative government responsibilities with the Executive, Judiciary and other organs of state.

#### 1.2.b. The further development and implementation of institutional policies to guide implementation

After the Constitution came into operation, new Joint Rules were approved on 24 March 1999. The range of issues covered by the Joint Rules included joint sittings of the Houses, a joint committee system, a joint legislative process, including a process relating to national intervention in provincial government (section 100 of the Constitution), and a Code of Conduct for members. In establishing the Joint

Rules Committee (from Joint Rule 53), its functions and mandate broadly extended beyond Parliament's core business to include all aspects of the management and administration of Parliament. Furthermore, a range of subcommittees of the Joint Rules Committee were established, the majority of which focused on domestic matters related to the management and administration of the institution.

The practical reality accompanying the establishment of the Joint Rules Committee was that distinction between detailed management issues and policy-making became blurred. As a result, the subcommittees, and even the Joint Rules Committee itself, increasingly ended up devoting much of their time to issues of micro-management. A lack of administrative support for the subcommittees added to the difficulties. A lack of implementation of Joint Rules Committee decisions also occurred. As a result, issues of policy and the core business of Parliament were sidelined.

The new governance model was adopted by the Joint Rules Committee in November 2004, and provides for a Parliamentary Oversight Authority that accounts to Parliament, ie both Houses, and has the following responsibilities:

- Formulating policy directives for the various services and facilities of Parliament; and
- Ensuring policy implementation by giving a broad indication of the levels and extent of the required services and facilities for Parliament and monitoring their implementation.

Parliament established a Policy Management Unit in April 2005 to co-ordinate and facilitate the re-writing and refining of existing policies as contained in the Policy Directives and Implementation Procedures, and the development of new policies. A new set of policies has been developed, signed off and published in the form of a booklet that has been made available to all employees.

The challenge remains that of effective implementation by both managers and employees, of approved policies. A policy development process has itself been reviewed to ensure greater participation by relevant role-players in the policy development process. Managers have been workshopped on the new policy development process and institutional arrangements to ensure smooth development and implementation of policies.

The review of the Policy Directives and the Implementation Procedures is an ongoing process. Important policies that were outstanding have been developed and are ready to be workshopped with all employees before going through the approval process.

### **1.2.c. The development and implementation of modern institutional systems and technologies**

Up until 2001, Parliament did not optimally apply or benefit from the advances of information communication technology (ICT) and modern systems. The nature of Parliament's business required the institution to deal extensively with information and thus required a reliable information technology foundation to support its business processes.

Parliament embarked on a new road by changing its Hansard recording system to an automated digital system in 2003, and shortly afterwards introduced a digital sound and voting system in the National Assembly chamber.

Parliament identified the need for a systematic methodology by which it could roll out its intention to make optimal use of modern technologies and systems. In January 2005 Parliament and the State Information Technology Agency (SITA) completed the development of a Master Systems Plan (MSP) for the institution.

The MSP recognised areas such as reliable network infrastructure, support for business processes, access to real time information, systems interoperability, management information, systems consolidation and convergence, data and information security, bandwidth, storage and wireless mobility as areas for greater improvement.

The objectives of the MSP were to:

- Align ICT initiatives to the strategic objectives of Parliament
- Align ICT with business requirements
- Improve efficiencies in Parliament through the improved usage of information
- Provide a prioritised portfolio of ICT projects
- Provide organisation and governance of ICT
- Parliament has also implemented a network upgrade and new datacentre

### **1.2.d. Increasing the capacity of members and officials, including the development of knowledge and skills, and the support for members**

The capacity of members and officials of Parliament is critical in the performance of their constitutional functions. The ongoing development and training to ensure the necessary knowledge and skills is of utmost importance. A better understanding of the role of Parliament will help strengthen Parliament and its processes in the long term and ultimately enhance the quality of democracy in South Africa.

Building the required capacity in Parliament will require an increase in specialised skills and the development of knowledge and skills. In this regard, Parliament implemented the Leadership Development Programme (LDP) for Members, aimed at creating a virtual parliamentary academic environment in order to create the areas of knowledge required in its activities. Specific areas of the curriculum will focus on the constitutional role of Parliament, the work

of the Houses, committee work, public participation, and the work of members in constituencies.

Specific efforts of the 3rd Parliament to build its capacity to provide better support to the work of Members, centred around the expansion of capacity in language services, research and information services, information communication technology services, human resource services and the general support to members. Despite these increases in capacity, the need still exists for increased support, directly and indirectly, to Members of Parliament.

### 1.2.e. Institutional culture and communication supporting implementation

The strategic parliamentary communication environment can be divided into three broad categories within which the necessary strategic communication interventions reside.

Internally, the key focus is on the creation of an effective institution as well as contributing, strategically, to the important processes of passing laws and the exercise of oversight. Issues within this sphere relate to:

- Creation of a mechanism enabled (in terms of capacity, process and location) to execute strategic information and knowledge management.
- Harnessing communication as a strategic political tool in support of democracy and specific political objectives of Parliament.
- Proper identification, prioritisation and the provision of strategic political communication support to the different key stakeholders in the institution.

- Harnessing communication as a management tool in support of transformation and change management.

Within Parliament, the key focus is on the critical concepts of public involvement and the involvement of the people. Issues within this sphere relate to:

- Gearing Parliament and members, the institution's systems and processes, towards fulfilling the needs of all South Africans through public participatory, democracy-based and sustained approaches.
- Targeting special categories within this broader parliamentary constituency for special affirmation and empowerment.

Internationally, the key focus is on consolidating Parliament's African and global agenda. Issues within this sphere relate to:

- The development and reflection of Parliament's people-to-people programme in the continent and in the world.
- Accentuating Parliament's strategic priorities in bilateral, multilateral and other co-operative engagements.

### 1.2.f. Providing a working environment enabling the delivery of services

Parliament has made great strides in its quest to provide members and staff with suitable office, conference and meeting facilities. Following the refurbishment of 90 Plein Street, most of Parliament's operational staff were moved there. This freed up a significant number of offices and committee rooms (previously used as

offices) in the main parliamentary buildings. Storage facilities and equipment for Parliament's invaluable artworks collection are currently being upgraded.

Various committee rooms were refurbished, and technological functionality added to better facilitate the work of parliamentary committees.

However, a number of challenges remain:

- Provide adequate hosting facilities.
- Facilities to receive foreign dignitaries and special visitors.
- Suites for the President and Leader of Government Business.
- Space for the Office of the Speaker.
- A Joint Sittings chamber.
- Office space for the Joint Standing Committee on Intelligence.
- Office accommodation for researchers and analysts, and language practitioners.
- The establishment of the Parliamentary Communications Service and increased capacity to ICT, HR, Procurement and Finance Departments will also entail additional demand for office space.
- The provision of secretarial support to members.
- Adequate parking space for Members, the public and visitors.

In general, it is estimated that Parliament has a long-term space shortage of some 1100 workspaces should it try to accommodate the current pressing and planned expansion of its capacity demands.

In response to Parliament's spatial needs the Department of Public Works (DPW) has allocated Africa House, the former British High Commission, for use by Parliament.

Parliament is also in discussions with DPW around the allocation of floors 6 and 8 in 90 Plein Street for use by Parliament. In addition to these, Parliament has appointed an architectural firm to spearhead the implementation on future space utilisation within and around the parliamentary complex in order for the institution to construct new buildings to meet some of the challenges as outlined above.

The institution also needs to address the disparity in the allocation of furniture to members. Often members' offices are furnished with old, inappropriate and often damaged pieces of furniture making it impossible for them to adequately perform their duties. To address these concerns Parliament has chosen to establish a furniture standard and refurnish members' offices.



A democratic and open society in which government is based on the will of the people and every citizen is equally protected by law.

### 1.3 VISION

As the second Parliament increased its role in transforming the political, socioeconomic and other areas of the South African society through the passing of Bills, the Presiding Officers and management became aware of the lack of a common vision to take the institution towards the future. The vision for Parliament is the future dream and ambition. It is within sight, but out of reach.

The question arose as to why Parliament should develop a vision? Several responses were put forward in putting the case for a vision, including:

- A need for a vision because of certain political imperatives – the need for political leadership and strategy – as a leading institution in deepening democracy in South Africa. To provide institutional vision and leadership to steer the institution, to live out the values of the newly created South Africa.
- A need for a vision because of legal imperatives, being the functions assigned by the Constitution and the mandate of Parliament, as provided by the people of South Africa. To respond to the call and will of the people, being a responsive Parliament, a people's Parliament. To discharge its legal functions assigned by the Constitution and various other Acts.
- Why do we need a vision? To create a unified momentum that will steer the functions and daily activities of Parliament, provide focus, and lend itself to the optimum utilisation of resources, provide leadership as to what is the intent of Parliament, and advance implementation and service delivery.

In January 2003, separate processes were initiated for the National Assembly and the National Council of Provinces to facilitate discussions on the vision for Parliament. By then the Parliamentary Service had also engaged on the matter and put forward certain proposals to the Presiding Officers. As a result of these processes, both the National Assembly and the National Council of Provinces produced working documents, recording the inputs and discussions of members during these sessions.

The new vision and mission of Parliament were adopted by both Houses of Parliament on 22 February 2005.

The new vision is:

*To build an effective people's Parliament that is responsive to the needs of the people and that is driven by the ideal of realising a better quality of life for all the people of South Africa.*

This new vision means:

- A people's Parliament to transform an entire society. Establishing a society based on democratic values, social justice and fundamental human rights.
- A people's Parliament of freely elected representatives building on the foundation of a democratic and open society based on the will of the people, their participation and access to Parliament.
- A people's Parliament providing a national forum for public consideration of issues, which includes educating, informing and involving the people of South Africa in its processes and acting as a voice of the people.

- A people's Parliament co-operating with other spheres of government as it deepens and entrenches our democratic values.
- A people's Parliament working with continental and international bodies to create a new democratic and participatory world order.
- A people's Parliament passing good laws, and scrutinising and overseeing executive action, as it moves to improve the quality of life of the people of South Africa, building a united and democratic South Africa.

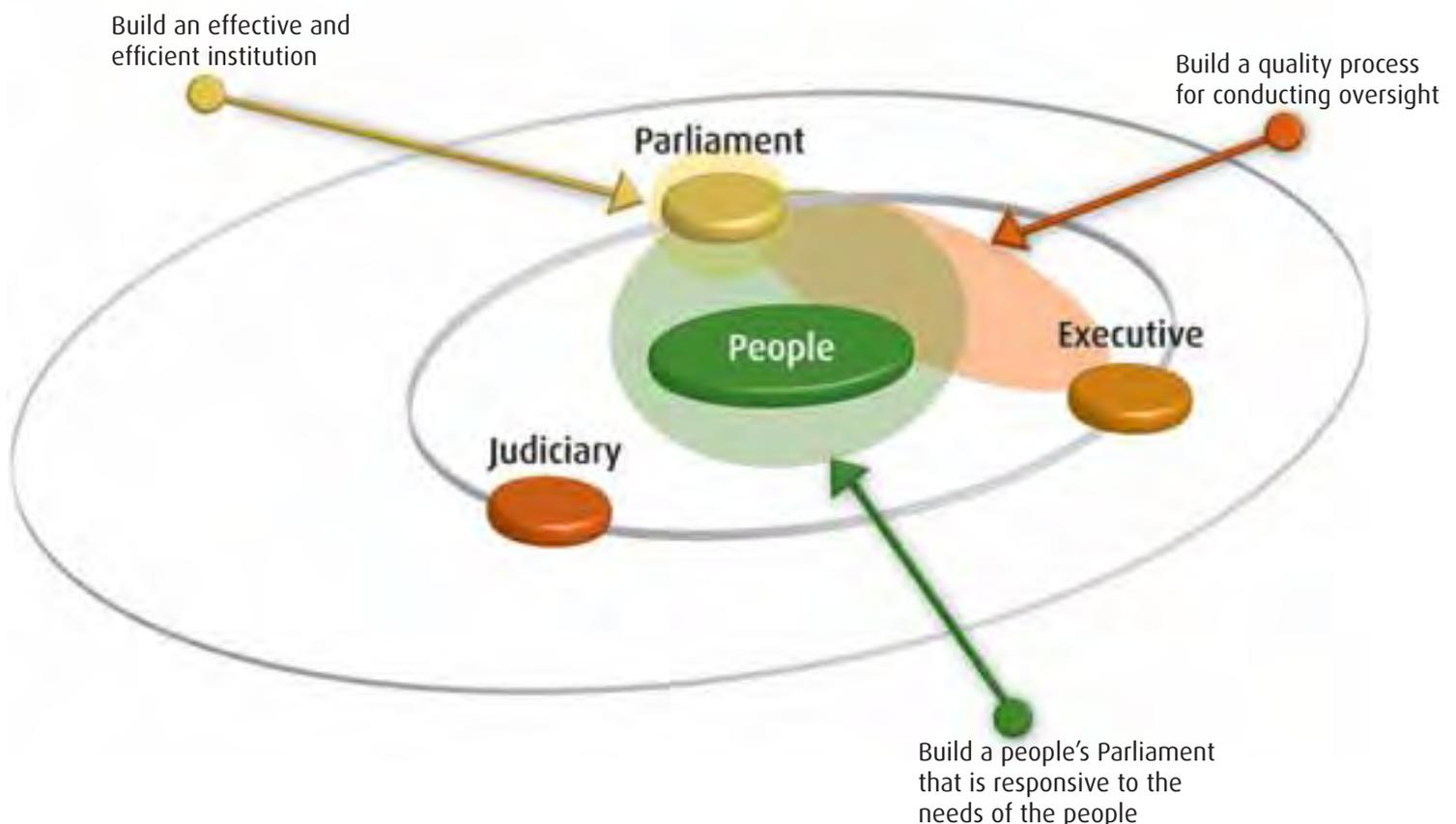
The vision will be reached through the implementation of Strategic Objectives.

## 1.4 STRATEGIC OBJECTIVES

In order to reach the desired vision, the vision is further subdivided into a range of strategic objectives. Each strategic objective groups together a main theme extracted from the vision, and provides for further subdivision into concrete and manageable outputs, as projects, that will be implemented.

The set of strategic objectives leading the realisation of the vision includes building a quality process of scrutinising and overseeing government's action, ensuring a people's Parliament that is responsive to the needs of all the people of South Africa, and building an effective and efficient institution.

The following strategic objectives are set for implementation:



#### 1.4.a. Build a quality process of scrutinising and overseeing government's action

##### Objective:

Build an oversight process that ensures a quality process of scrutinising and overseeing government's action, and that is driven by the ideal of realising a better quality of life for the people of South Africa.

##### Areas:

Develop a quality oversight and accountability process, conduct research into best practices of oversight and international practices on oversight, develop an oversight model, prepare legislation and procedure, determine and implement systems and human resource capacity for the function of the process.

#### 1.4.b. Further build a people's Parliament that is responsive to the needs of all the people of South Africa

##### Objective:

Further build a people's Parliament that is responsive to the needs of all the people of South Africa, deepening public participation and involvement, and being people-centred.

##### Areas:

Instill the value of being people-centred in the institution, provide opportunities to deepen democracy, be responsive to people's needs, conduct programmes and projects furthering education and information about Parliament, act as the voice of the people, include people on the periphery, provide access to Parliament, take Parliament to the People, set up Parliamentary Democracy Offices.

#### 1.4.c. Build an effective and efficient institution

##### Objective:

Build an effective and efficient institution.

##### Areas:

Improve institutional governance and policy, implement modern systems and technologies, improve human resource capacity, provide an institutional culture that enables service delivery, improve communication, provision of space, accommodation and facilities.

### 1.5 PROJECTS

The Strategic Objectives are further divided into 64 strategic projects spread across the five-year term of the third Parliament. These projects are illustrated in the attached diagram. Since 2004 Parliament has successfully implemented 33 projects, 16 are currently managed at different stages of the project cycle (initiation, planning, execution or closure) and 15 projects are still to be initiated. Details of these projects are available in annexure 4.1.

# STRATEGIC OBJECTIVES

In order to reach the desired vision the following strategic objectives will be met:

## 1. Build a quality process of scrutinising and overseeing government's action.

### Objective:

Build an oversight process that ensures a quality process of scrutinising and overseeing government's action, and that is driven by the ideal of realising a better quality of life for the people of South Africa.

### Areas:

Develop a quality oversight and accountability process, conduct research into best practices of oversight and international practices on oversight, develop an oversight model, prepare legislation and procedure, determine and implement systems and human resource capacity for the function of the process.

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## 2. Further build a people's Parliament that is responsive to the needs of all the people of South Africa.

### Objective:

Further build a people's Parliament that is responsive to the needs of all the people of South Africa, deepening public participation and involvement, and being people-centred.

### Areas:

Instill the value of being people-centred in the institution, provide opportunities to deepen democracy, be responsive to people's needs, conduct programmes and projects furthering education and information about Parliament, act as the voice of the people, include people on the periphery, provide access to Parliament, set up Parliamentary Democracy Offices.

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## 3. Build an effective and efficient institution.

### Objective:

Build an effective and efficient institution.

### Areas:

Improve institutional governance and policy, implement modern systems and technologies, improve human resource capacity, provide an institutional culture that enables service delivery, improve communication, provision of space, accommodation and facilities.

—●—	Projects completed
—●—	Projects in implementation
—●—	Projects to implement

# Strategic Projects 2004-2009

