



PARLIAMENT
OF THE REPUBLIC OF SOUTH AFRICA

**ORIENTATION TOWARDS
POLICY PRIORITIES FOR THE
5TH DEMOCRATIC PARLIAMENT
2014-2019**

27 February 2015





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FOREWORD BY PRESIDING OFFICERS

Stronger parliaments make for stronger democracies.

It is universally understood that for any institution to effectively carry out its mandate, in this case the 5th Parliament, it must be empowered and have the requisite means to do so. Over the next five years, the 5th Parliament will implement a new and dynamic Strategic Plan 2014-19, building on the work of previous Parliaments.

Strategy 2014-19 is strongly underpinned by the National Development Plan, which is the developmental road map for our country until 2030. Parliament's Strategic Plan 2014-2019 charts a course towards a developmental and capable institution that is responsive to the needs of our people and the needs of Members, and in keeping with the challenges of our time.

Parliament, as the overseer of the Executive and organs of state, is central to development and must ensure that the National Development Plan is fully implemented. In this regard, Strategy 2014-19 gives priority to areas of work, including enhanced oversight; sound intergovernmental relations; enhanced public involvement; enhanced parliamentary engagement and enhanced support to Members.

Ultimately, the role of Parliament is to deepen democracy and above all to ensure that our people experience the tangible benefits of freedom and democracy. Put simply, this requires a Parliament that is "fit for purpose".



HON B MBETE
SPEAKER
NATIONAL ASSEMBLY



HON TR MODISE
CHAIRPERSON
NATIONAL COUNCIL OF PROVINCES

ORIENTATION TOWARDS POLICY PRIORITIES FOR THE 5th DEMOCRATIC PARLIAMENT 2014-2019

1.1 INTRODUCTION

The year 1994 marked the beginning of a new democratic era and the building of a new nation in South Africa. The Constitution, adopted in 1996 by the first elected representatives of the democratic Parliament, sitting as the Constitutional Assembly, articulated the broad aspirations of this new nation to:

- heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights;
- lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law;
- improve the quality of life of all citizens and free the potential of each person; and
- build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations.

With a view to achieving this, the democratic Parliament, through the National Assembly and the National Council of Provinces, is tasked with the responsibility of representing the people, ensuring government by the people under the Constitution, and representing the provinces and local government in the national sphere of Government. It does this by, among other things, providing a national forum for public consideration of issues, passing legislation, and scrutinising and overseeing Executive action.

In the recent past issues relating to the need for a clearer understanding of the constitutional mandate and role of Parliament have been raised. It was noted that there was a critical role for Parliament as provided for in other parts of the Constitution that have not received a similar level of attention as Chapter 4. These parts include a broader appreciation and implementation of the role of Parliament in the fundamental objectives of nation-building, participatory democracy and the promotion and protection of a rights-based culture and respect for the rule of law.

International and regional developments affect South Africa in complex ways, necessitating clear understanding of and appropriate response to these global challenges that inform the development of policy.

Long-term shifts in global trade and investment are reshaping the world economy and international politics. In decades to come, as emerging economies increase their share of world trade and investment, the relative decline in the economic weight of the United States, Europe and Japan will have concomitant effects on their political and military influence. These developments could lead to a reorganisation of the international diplomatic and governance architecture, reflecting new centres of influence, requiring greater policy focus, more effective implementation of industrial policies and improved skills development.

Globally democracy is evolving, but progress, particularly on the African continent, remains uneven. Uprisings in some parts of Africa are a stark reminder of the risks of poor governance and weak institutions.

South Africa remains faced with the challenges of unemployment, poor outcomes of education, inadequate infrastructure, spatial divides, a resource-intensive economy, a public health system not meeting demand and quality, uneven and poor quality public services, high levels of corruption, and a divided society.

Parliament is called upon to respond to these challenges through its constitutional mandate.

1.2 PURPOSE

This document serves to inform the planning process of Parliament, with the intent of setting the policy priorities for the 5th democratic Parliament, 2014-2019. It marks the start of the process to develop long-term policy, strategic outcome goals and medium-term objectives, which will inform the strategic plan of Parliament.

1.3 SCOPE

This orientation document deals with the following matters:

- Overview of the past 20 years - Parliament
- Long-term results and impacts for South Africa - 2030
- Strategic priorities of the 5th Parliament - 2014-19
- The way forward

In doing so this document draws from the following:

- The Constitution of the Republic of South Africa, 1996
- The National Development Plan 2030
- The Medium-Term Strategic Framework (MTSF) 2014-2019
- 4th Parliament Legacy Report
- The Report of the Independent Panel for the Assessment of Parliament

Accordingly, this document sets out the high-level policy priorities for the 5th Parliament and beyond.

2. OVERVIEW OF PAST 20 YEARS - PARLIAMENT

Parliament has made significant strides to transform society through the application of its mandate. The following developments were implemented in relation to the functions of Parliament.

2.1 Legislation

It is widely accepted that the first two Parliaments directed their efforts at repealing apartheid legislation and introducing transformational laws to create an environment conducive to the entrenchment of democracy and the continuing realisation of national aspirations.

Most notably, key interventions included the promotion of reconciliation, unity, nation-building and gender equality as well as improving the living and working conditions of South Africans. As our democracy matures, the need has arisen for Parliament to assess the impact of its work, in particular the implementation and impact of the laws it passes.

2.2 Public Participation

Public participation in the processes of Parliament is a constitutional imperative and has therefore been a strategic priority since 1994. The 1st and 2nd Parliaments introduced an "open" Parliament, with open plenaries and committee meetings, a rolling programme of public education, and numerous initiatives aimed at improving public involvement and participation.

A language policy, adopted during the 3rd Parliament, introduced the use of all official languages in Parliament. The public participation platform was further extended by the introduction of several outreach and sectoral programmes, including the People's Assembly, the Taking Parliament to the People campaign, the Women's Parliament and the Youth Parliament. The 3rd Parliament also prioritised the allocation of resources and time for the work of Members in constituencies.

During the 4th Parliament, the legislative sector developed the Public Participation Framework for Parliament and Provincial Legislatures. The framework responds to the expectations of the public, and demands for greater participatory democracy. It further provides, as a mechanism, a guideline with minimum norms and standards for public participation in the legislative sector.

Parliament and Provincial Legislatures still need to develop models to internalise conducting public participation.

2.3 Oversight and Accountability

Having laid the basis for transforming society, it became apparent that in order to build on the gains made since 1994, there was a need to ensure sound governance and effective service delivery by the Executive. This task was to define the second decade of the democratic Parliament.

Strengthening its oversight and accountability role became the leading priority for the 3rd Parliament in 2004. This prioritisation gave way to the implementation of the Oversight and Accountability Model, which included the review of parliamentary Rules, the adoption and implementation of the Money Bills Amendment Procedure and Related

Matters Act, the establishment of the Parliamentary Budget Office, the establishment of a scrutiny mechanism to deal with delegated legislation, and a significant increase in research and content capacity related to oversight activities. The result of these new processes and capacity is now evident in Parliament's budget recommendations to the Executive, thereby increasing the responsiveness and accountability of Government.

In addition, the Financial Management of Parliament Act, 2009, was introduced to improve the governance and financial management of Parliament. The Act regulates the financial management environment of Parliament, whilst an amending Bill also renders the Act applicable to Provincial Legislatures. Amongst others, the Act assigns treasury responsibilities to the Executive Authority and requires Parliament to establish an oversight mechanism to strengthen accountability.

There is still much room for Parliament to strengthen its oversight and accountability role to achieve the aspirations of a developmental state.

2.4 International Engagement

The advent of democracy brought into focus the role that Parliament plays in representing the people of South Africa in the international sphere, with a growth in demand for representation and participation in forums outside of South Africa. Since then, Parliament has taken numerous initiatives to create structures and capacity to respond to this ever growing area. Parliament hosted several international conferences and meetings.

The demand for Parliament's representation and participation could be expected to grow even further due to the discussions around the formation of a BRICS Parliamentary Forum, the assumption of legislative powers by the Pan-African Parliament, and the transformation of the SADC Parliamentary Forum into a regional parliament to enhance governance in regional integration.

The challenge is to take advantage of opportunities while protecting South Africans – especially the poor – from the associated risks.

2.5 Strategic objectives of the 4th Parliament

In the course of the 3rd Parliament, an Independent Panel was established to inquire into, report on, and make recommendations regarding the extent to which Parliament was evolving to meet expectations outlined in the Constitution and to assess the experience and role of Parliament in promoting and entrenching democracy. The observations made in the Report of the Independent Panel Assessment of Parliament of 2008 included the following:

- Significant challenges remained for Parliament to realise its vision of becoming a People's Parliament, especially relating to the link between the electorate and Parliament. Surveys showed that there was generally a very poor understanding among the public of parliamentary processes.
- Perceived lack of accountability of Members of Parliament to the public as well as the poor link between the public and Parliament in general implies that Parliament should undertake various initiatives to improve the manner in which it fulfils its constitutional mandate.
- That, while the research and legal services of Parliament had been expanded, these might have to be further strengthened, particularly legal services.

In response to growing demands and expectations for Parliament to improve its overall role and function, the 4th Parliament set out its strategic objectives. These were:

- to strengthen the oversight function and establish a strong culture of overseeing Executive action;
- to increase public involvement and participation and build a responsive People's Parliament;
- to strengthen co-operative government and foster improved co-operation and relations;
- to improve and extend the role of Parliament in international co-operation and participation and ;
- to build an effective and efficient institution.

Whilst key milestones have been achieved in terms of these strategic objectives, the 4th Parliament Legacy Report 2009-2014 identified a number of outstanding issues such as assessing the impact of the work done by Parliament, and in particular the impact of the laws it passes.

3. LONG-TERM INTENDED RESULTS AND IMPACTS - 2030

In the Preamble, the Constitution advances the following ideals:

- Deepen democracy
- Improve quality of life
- Build a united and democratic South Africa
- Build a democratic world order

These ideals anchor the policy imperatives of Parliament in the long term.

3.1 Deepen Democracy

The Constitution provides a strong basis for democracy in South Africa. It sets out the values, principles and mechanisms of governance.

In terms of the values and principles, the Constitution provides for-

- Achievement of human dignity, equality, and the advancement of human rights and freedom;
- Non-racialism and non-sexism;
- Supremacy of the Constitution and the rule of law; and
- A multi-party system of democratic government to ensure accountability, responsiveness and openness.

These values are enshrined in the Bill of Rights, affirming the democratic values of human dignity, equality and freedom. The mechanisms of governance in the national sphere are established as Parliament, the Executive and the Judiciary.

Parliament is central to the strengthening and deepening of democracy and must therefore find mechanisms and processes to deepen the culture of democracy established by the Constitution.

3.2 Improve quality of life

The Constitution envisages improving the quality of life of all citizens and freeing the potential of each person. The Bill of Rights, as a cornerstone of democracy, also enshrines socioeconomic rights and affirms human dignity.

The National Development Plan (NDP) reflects measures and objectives to increase employment and income, ensures skills development and broadens ownership to historically disadvantaged groups. It intends to increase the quality of education, provide access to affordable, quality health care, and provide safe and affordable public transport.

It further seeks to give security of household food and nutrition and housing, and to provide social protection for the poor and other groups in need, such as children and persons with disabilities.

In addition, the NDP provides for the realisation of a capable and ethical developmental state that treats citizens with dignity. In terms of the principles of a developmental state, public administration must be governed by the democratic values and principles enshrined in the Constitution.

The challenge for Parliament is to ensure that Government delivers on its obligations and ensures inclusion in a fair and equitable manner. Government's programme of action will focus on the following priorities:

- creation of more jobs, decent work and sustainable livelihood for inclusive growth;
- rural development, land reform and food security;
- education;
- health; and
- fighting crime and corruption.

The Medium-Term Strategic Framework (MTSF) is Government's strategic plan for the 2014-2019 electoral term. It stipulates the 14 outcomes to be achieved, aligned with the national governing party's election manifesto, which includes high-level development indicators for each outcome. These development indicators enable Cabinet, Parliament, Provincial Legislatures and the public to monitor the overall impact on society.

Parliament's constitutional role of holding the Executive to account must be pronounced by the manner in which those development indicators are scrutinised and the Executive is required to account.

3.3 Build a united and democratic South Africa

The Constitution provides a vision of a united, prosperous, non-racial and non-sexist society; a country that belongs to all who live in it - united in our diversity.

The Constitution also obliges the country to heal the divisions of the past, recognising that South Africa emerged from a system in which the majority of its citizens were denied opportunities. These dual imperatives are prerequisites for successful national development. Uniting South Africa is both an essential input in the processes of reducing poverty and inequality and a direct outcome of successful poverty reduction.

To build a socially cohesive society, South Africa needs to reduce poverty and inequality by broadening opportunity and employment through economic inclusion, education and skills, and specific redress measures; promoting mutual respect and inclusiveness by acting on the constitutional imperative that South Africa belongs to all who live in it, and that all are equal before the law; and deepening the appreciation of citizens' responsibilities, and obligations towards one another. Parliament, as the guardian of democracy, must find mechanisms and processes to infuse and facilitate nation-building for greater social cohesion and unity.

3.4 Build a democratic world order

The Preamble of the Constitution positions South Africa as a sovereign state in the family of nations. This means that the country will represent and participate in shaping the international agenda regionally, continentally and internationally.

Greater involvement of Parliament is necessary to help bridge the democracy deficit in international relations. Parliament must therefore continue to strengthen the parliamentary dimension of international co-operation, endeavour to enhance the transparency and accountability of global processes, contribute to the consolidation of the African agenda and mobilise action with regard to major global challenges.

4. STRATEGIC PRIORITIES OF THE 5th PARLIAMENT

Guided by the Constitution, and an overview of the past 20 years of a democratic Parliament, the following strategic priorities were identified:

- a) Strengthen oversight and accountability;
- b) Enhance public involvement and participation;
- c) Deepen representation and participation in international fora;
- d) Strengthen co-operative government; and
- e) Assess the impact of legislation and strengthen legislative capacity.

4.1 Strengthen oversight and accountability

The Constitution, in section 55(2) of the Constitution, states that the National Assembly must maintain oversight over the Executive. However, there are concerns about whether Parliament is fulfilling its role in building an accountable and responsive state. Parliament needs to provide a forum for rigorous debate and champion the concerns of citizens. It needs to scrutinise legislation and, in the case of the National Council of Provinces, this includes paying particular attention to how legislation will impact on the provinces.

In any democracy the link between the legislature and the Executive is critical for ensuring that the Executive is held to account, that policies are subject to rigorous debate and that questions are asked when things go wrong.

The Diagnostic Report produced by the National Planning Commission stated that *"strengthening Parliament's ability to oversee both its Members and the Executive could increase public confidence in Parliament and enhance democratic accountability."*

At the heart of this question is whether the culture of accountability has been cultivated sufficiently, and whether Parliament and its committees are adequately robust and effective in ensuring the implementation of policy and legislation.

Parliament must prioritise specific outcomes for oversight in the 5th term. This is to demonstrate by the end of the term how Parliament, through its oversight function, ensured a more responsive Government and enhanced the pace of service delivery. The priorities must include the following:

- creation of more jobs, decent work and sustainable livelihoods for inclusive growth;

- rural development, land reform and food security;
- education;
- health; and
- fighting crime and corruption.

In order to strengthen accountability and ensure an increase in the pace of service delivery, Parliament will seek to improve aspects within its oversight processes, including:

- Directing oversight emphasis to the budget process;
- Addressing the sequencing of budget oversight processes. Oversight, in terms of the Money Bills amendment procedure, must be brought into the programme of Parliament;
- Ensuring the programming of adequate time for committees to conduct its oversight activities;
- Using and engaging quarterly and in-year reports as a means to identifying possible challenges;
- Engaging at the beginning of the budgetary cycle as a means to influence its outcomes;
- Increasing the capacity of the Budget Office;
- Strengthening focussed oversight of the budget as it relates to the NDP and outcome targets, specifically the first five years (the MTSF);
- Ensuring that all government plans and budgets are informed by and aligned with the NDP;
- Ensuring co-ordination in Parliament in the evaluation of the performance and sustainability of local government;
- Ensuring collaboration with the AG and departmental audit committees;
- Proposing changes in the method of reporting to Parliament in such a manner as to ensure that the information can be used by oversight committees (increase in performance information vs financial information).

Oversight will also greatly be enhanced by effective and efficient administrative support, as well as providing Parliament with research and analytical resources.

4.2 Enhance public involvement and participation

Parliament's constitutional mandate requires that it provides meaningful opportunities for the involvement of people in legislative and other processes. This means that Parliament is placed at the core of public discourse through the creation of platforms of engagement with the public and sectors of society, particularly the marginalised.

There have been a growing number of protests across the country in recent times, which indicates that state-citizen relations should be improved to avoid instability. Parliament, in exercising its constitutional mandate, must ensure that Government is genuinely accountable to its citizens, encourage and facilitate citizen participation, and show that it values the views of South Africans.

Democracy has laid the basis for greater accountability of the state to its citizens, and there is a crucial role for Parliament and Chapter 9 institutions in exercising oversight, holding Government to account, and enabling public participation.

The South African Legislative Sector has developed a framework that provides guidance on enhancing public involvement and participation. Among other things, the framework proposes policies, practices and institutional arrangements that respond to the way that politicians approach their role as representatives of the people.

The Global Parliamentary Report (IPU/UNDP 2012) considers the vital role of constituencies interacting with individual Members.

'It became resoundingly clear that almost every parliament recognizes the need to improve the public's understanding and impression of its work and that the vast majority of parliaments are seeking to implement changes to that end. Their responses suggested that public pressure has resulted most obviously in reforms that aim to alter institutional procedures and structures in order to improve how parliaments engage and interact with citizens. But also, that public pressure is influencing how politicians approach their representative role.'

Specific priorities would include the implementation of the Public Participation Model, strengthening the work of Members in constituencies, improving public education and participation programmes, and establishing feedback and engagement mechanisms.

Broadening and improving public involvement and participation are central to democratic government, with the following areas to be considered:

- Developing public participation programmes to give meaning to the notion of a people's Parliament;
- Developing a communications strategy that will speak to the next five years – based on NDP as a road-map;

- Achieving more meaningful engagement with communities - maximising the use of all media platforms, with a particular focus on community radio;
 - Increasing effectiveness of constituency work, including parliamentary programmes directed at priorities and allocation of resources;
 - Engaging in regular public participation processes on issues of national importance;
 - Ensuring that the views of communities feed into parliamentary processes;
 - Activating communities in monitoring processes;
 - Effecting enhancements to the Public Participation Model;
 - Improving discussion and public debate on the NDP in Parliament. Dedicate focus weeks for national dialogue on specific outcomes of the NDP;
 - Strategic meetings with specific stakeholders in society.
- Parliament should play a critical role in regional and international forums that advance the national interest and encourage international solidarity. Such long-term programmes and plans must be adequately funded.
 - Articulate the diplomatic and leadership role of Parliament in the development of a 30-year international strategy for Parliament.
 - Identify the immediate priorities for the 5th Parliament, and ensure implementation through policy documents and structures, with specific focus on:
 - > SADC regional integration – formation of SADC Parliament
 - > African continent, PAP transforming towards legislative powers;
 - > Parliamentary forums in BRICS, IBSA and others;
 - > Parliamentary associations, e.g. IPU, CPA and others;
 - > South-South relations, e.g. Latin America, African diaspora, etc;
 - Improve the ratification, implementation and monitoring of international agreements;
 - Mechanisms must be created to ensure that reports to multilateral agencies are tabled in Parliament timeously.

4.3 Deepen engagement in international fora

The parliamentary dimension of international relations is extremely important. The approach of the 4th Parliament to bilateral and multilateral engagements was to “advance the values of a struggle for a humane, just, equitable and democratic world”.

The 5th Parliament must develop a mechanism to follow up on decisions and resolutions taken during bilateral and multilateral engagements, thus enabling the Parliamentary Group on International Relations (PGIR) to process all delegation reports in line with parliamentary procedures. The role of the PGIR in the 5th Parliament needs to be reviewed to realise the objectives that informed its establishment.

The 5th Parliament must strengthen systems and structures to enhance its endeavour to contribute to shaping the international agenda, developing a parliamentary international relations strategy, strengthening mechanisms for negotiation and ratification of international agreements, and establishing mechanisms to monitor South Africa’s obligations.

During the course of the 5th Parliament, the institution must increase its capacity to represent the interests of South Africa in the international arena, promote and facilitate the transformation process of undemocratic governance structures and processes, and build strategic partnerships around mutual interests and solidarity. The following to be considered:

4.4 Strengthen co-operative government to improve inter-governmental relations

Chapter 3 of the Constitution requires that all organs of state within each sphere must co-operate with one another in mutual trust and good faith by co-ordinating their actions with one another. In this regard the Intergovernmental Relations Framework Act promotes and facilitates intergovernmental relations for national, provincial and local government.

In the past, Parliament’s focus in respect of co-operative government has been limited to legislation and the legislative process. There is now a need to enhance the implementation and principles of co-operative government and inter-governmental relations.

Specific priorities include the development of a co-operative government mechanism and the integration of principles of co-operative government in the functions of Parliament.

Parliament shares in the efforts of building a developmental state that is inclusive and driven by the change agenda, as articulated by the interests of the people.

The developmental state seeks to improve accountability, responsiveness, co-operation and the involvement of its people. The following matters to be considered:

- Develop more efficient models of governance at executive level and mirror these in the legislative sector for purposes of increasing oversight and accountability. (e.g. Presidential Commission on Infrastructure, institutional arrangements at executive level around the climate change policy, proposed institutional arrangements relating to oceans arising from Operation Phakisa and proposed institutional arrangements in the criminal justice review).
- Parliament needs to engage with SALGA on legislation to avoid unfunded mandates. Review and design institutional arrangements to deal with challenges which arise from unfunded mandates.

4.5 Assess the impact of laws passed and strengthen legislative capacity

Parliament passed 1238 Bills between 1994 and 2014. Since the 1st democratic Parliament, the capacity to deal with legislation, including the structure of committees in both Houses, building procedural and legal capacity, technical and research services and administrative support, has been increased.

Specific priorities include an impact assessment, scrutiny mechanisms to oversee delegated legislation, and monitoring and evaluation systems to provide information relating to the implementation of laws. Parliament should also consider building capacity to initiate legislation.

With regard to the passing of legislation, there are the following for consideration:

- Conduct an impact assessment of legislation passed since 1994.
- Identify legislation where implementation has been slow or ineffective.
- Identify gaps and bottlenecks in policies and legislation for the effective implementation of the NDP.
- Identify and activate processes to pass legislation/amendments required for the implementation of the NDP.
- Review parliamentary programme based on legislation volume.
- Build Parliament's capacity to initiate legislation.

In addition, a number of initiatives are required to improve the general effectiveness and efficiency of the institution, including:

- Reviewing the governance model of Parliament.
- Developing a monitoring and evaluation system for Parliament.
- Developing a knowledge management framework and strategy.
- Improving and aligning structures with priorities, and the provision of services (e.g. research, content, legal, language, administrative, etc) to Members, and
- Reviewing processes, business systems, skills requirements and adequate tools and facilities.

5. WAY FORWARD

5.1 Outcome of planning sessions

Planning sessions held in the National Assembly and National Council of Provinces pointed to the following strategic priorities:

- Strengthening oversight and accountability
- Enhancing public involvement
- Deepening participation in international fora
- Strengthening co-operative government
- Strengthening legislative capacity

The planning sessions furthermore highlighted the following issues that need to be addressed in building a capable institution to achieve the strategic priorities of Parliament:

- Effecting changes to the programme of Parliament to allow for greater effectiveness of processes, including the requirements of the oversight and public involvement processes.
- Improving support for the oversight function, enhanced capacity to realize improved public involvement, improving support for international participation, and strengthening capacity to support the legislative function.
- Increasing knowledge and information services, research and record keeping.
- Increasing the use of communication information and technology (ICT) enablers and support.
- Addressing the shortage of space and facilities.
- Providing capacity-building for Members.

5.2 What needs to change?

It became clear from the various planning sessions that Parliament now requires a fundamental and radical break from the present way of doing things in order to achieve its set outcomes for the 5th Parliament. Significant change is required in the internal organisation of Parliament, including the following areas:

- More effective parliamentary processes and support processes (especially budget oversight processes, public participation processes, constituency work and work of committees in general).
- Adequate systems to support the operation of these processes.

- Better structuring of the organisation, less fragmentation and a focus on client satisfaction.
- A significant boost in skills and capacity, and securing means to retain and impart knowledge.
- Investment in facilities, including buildings, tools and equipment.

Such a programme of change will be aimed at building a capable Parliament, ensuring better representation of the interests of people, and societies being more involved in its processes. Amongst others, a change programme will necessitate essential transformation in the following areas:

5.2.1 A vision of the future Parliament

Within the context of celebrating 20 years of democracy, Parliament must develop a vision for 2034 and identify processes by which such a vision can be realised. Specific issues should include:

- The way people will perceive Parliament in 2034
- The way in which Parliament will respond and account to people
- The way Parliament will conduct its business
- The way Members will be perceived in communities
- The capabilities Parliament will possess

5.2.2. Create more effective and efficient processes

As a first priority Parliament will need to improve the efficiency of its overall oversight and public involvement processes. This relates in particular to the Money Bills amendment process, the process related to public involvement activities and the work associated with constituencies, and the process of participating and overseeing the work of Parliament in the international sphere.

As a practical step, the programme of Parliament must change to be anchored in the Money Bills amendment process and its timing, thereby making the budget oversight process the main focus of the 5th Parliament. Other business should be scheduled with due consideration of the requirements of the Money Bills amendment procedure. At the core of this shift is the objective to provide more time within the parliamentary programme to focus on oversight and constituency work. This focus must allocate dedicated time and programme structure to allow committees and Members to conduct this work outside of Parliament.

Several support processes must be implemented, including effective co-ordination and co-operation between the Houses, tracking and monitoring processes, and the roll-out of a public feedback process providing information to societies.

In addition, as the core of parliamentary business (known as the “engine rooms”), the general effectiveness and efficiency of committee meetings must be improved.

5.2.3 Capacity-building of Members

The imperative of capacity-building of Members was a central theme in many deliberations during the planning sessions. Owing to the nature of Parliament, a significant amount of leadership and functional knowledge is lost from the overall body of knowledge during each 5-year cycle.

Although Parliament is in possession of a significant collection of information, the present approach to skills development and knowledge management produces an uneven spread and allocation of skills in the processes of Parliament. The way in which Parliament creates and maintains the required skills level and the body of knowledge will have to change. A more systematic approach to knowledge management and capacity-building of Members is required, with programmes being co-ordinated and focused on both institutional and sector needs.

5.2.4 Provide better information

Members of Parliament represent the interests of people in government through the processes of legislation, oversight, appointment and international participation. As modern government has evolved to a high degree of complexity, such representation requires the provision of several different streams of information, involving vast quantities of information.

Members therefore require information-related services, including procedural and legal advice, content and research support, as well as information services and products relating to minutes, reports, scheduling, administration and language availability for meetings.

Services such as procedural advice, legal advice, content advice, research and other similar information services must improve the timeliness and quality of outputs, thereby increasing the value of information, as a critical input required by Members for greater effectiveness in representation.

In addition, the presentation and publication of information must become more consumer-friendly, *bite-sized*, and focus on more efficient ways of dissemination – these being electronic and mobile. This will also allow Parliament to reduce paper and related waste, and ensure greater environmental friendliness.

5.2.5 Provide better facilities and an enabling environment

Although Parliament represents the interests of people in the processes of passing laws, conducting oversight and so forth, such representation is realised through the main activities of plenary, committee and constituency work. As these activities are constituted as meetings, the facilities to house such meetings and its proceedings are an essential requirement to the effectiveness of representation. In addition, meetings at Parliament are open and require facilities for the attendance, and where required, the participation of the public.

The present facilities were not designed for the work of an open, democratic Parliament in which the involvement of people is an integral part of democracy. Although chamber facilities for the National Assembly and the National Council of Provinces were rebuilt in accordance to specific needs, no proper facilities exist for joint sittings of the Houses.

The main challenge surrounds the limited facilities available for committee proceedings. Presently, there is an acute shortage of committee venues to facilitate the representation of people's interests in various parliamentary processes. Facilities for committee meetings are limited. Where available, the lay-out of facilities often inhibits effective meetings, with most venues unable to facilitate open meetings. In addition, office space for Members of Parliament is inadequate, both in its availability and quality, given the fact that Members should be accessible to the public.

As a first priority, Parliament must secure better facilities in the long run. Secondly, services related to facilities, including claims, catering and household services, must maximize the use of limited resources, whilst increasing response times and decreasing repair times. This will increase efficiency in the use of present facilities.

5.2.6 Set legislative sector goals and improve co-operation

The outcomes required in both the oversight and public involvement areas can only be achieved through more meaningful sector co-operation.

Sector co-operation around oversight and public involvement can ensure a more responsive and accountable government at all levels, including ensuring better co-operation in the delivery of services.

The legislative sector must develop the outcome goals for the sector, design sector strategies, and assign various responsibilities to its members.

6. CONCLUSION

The setting of policy priorities for the 5th democratic Parliament takes place within the context of the constitutional role that Parliament fulfils, the prevailing challenges facing South Africa, and the backdrop of an evolving world.

Macro trends influencing the work of Parliament include the effects of evolving democracies, emerging contestations, weak global economic growth, increased expectations and demands, and changing forces and global governance.

As elaborated in the National Development Plan, South Africa remains faced with the challenges of unemployment, poor outcomes of education, inadequate infrastructure, spatial divides, a resource-intensive economy, a public health system not meeting demand and quality, uneven and poor quality public services, high levels of corruption, and a divided society.

During the upcoming medium term 2014-2019, government will focus its programme of action on creating more jobs, decent work and sustainable livelihoods; rural development, land reform and food security; education; health; and fighting crime and corruption.

In all of this, Parliament ensures government by the people by representing the interests of people in the processes of passing laws, conducting oversight, recommending public office appointments and by adopting international agreements.

The 5th democratic Parliament will focus on:

- Strengthening oversight and accountability.
- Enhancing public involvement.
- Deepening engagement in international fora.
- Strengthening co-operative government.
- Strengthening legislative capacity.

Parliament now requires a fundamental and radical break from the present way of doing things, in order to achieve these outcomes. Significant change is required in the internal organisation of Parliament, including the following areas:

- More effective parliamentary processes and support processes.
- Adequate systems to support the working of these processes.
- Better structuring of the organisation.
- A significant boost in skills and capacity.
- Investment in facilities.

The programme of change will be aimed at building a capable Parliament, ensuring greater representation of the interests of the people, and that people become more involved in its processes.

ANNEXURE C – SPECIFIC MATTERS REQUIRING CHANGE IN ORDER TO BUILD A CAPABLE PARLIAMENT

Specific issues include:

<p>More effective parliamentary processes</p> <ul style="list-style-type: none"> Legislative Oversight Public involvement International participation Co-operative government 	<p><i>Stakeholder analysis</i></p>	<ul style="list-style-type: none"> conduct stakeholder analysis stakeholder engagement map needs disaggregate groupings for focused strategies
	<p>Oversight</p>	<ul style="list-style-type: none"> develop priorities for oversight align with government’s programme of action focus on areas of greatest need in terms of government priorities (NDP and MTSF 14 Outcomes) committees to conduct oversight according to set priorities a stronger focus is needed on economic growth by Parliament in its oversight activities introduce a target to reduce inequality in order to reduce poverty align parliamentary themes for communication ensure available resources are used more effectively, minimizing waste – more effective service delivery improve system of response to people’s needs – ensure greater government co-operation and responsiveness Parliament and legislative sector to support and strengthen the capacity of municipalities in order to ensure better co-operation of government and effective and efficient service delivery (co-ordinated service delivery) consider PFMA unintended consequences (PMFA seeks to improve financial accountability but gave planning autonomy to institutions) – review planning framework for spheres of government consider practice where portfolio committees follow executive structure develop impact and outcome indicators against which service delivery can be measured over time develop committee inquiry programme – to, amongst others, identify service delivery bottlenecks and recommend corrective steps undertake 20-year impact assessment, including a review of legislation that might impede service delivery

<p>More effective parliamentary processes</p> <ul style="list-style-type: none"> • Legislative • Oversight • Public involvement • International participation • Co-operative government 	<p>Public involvement</p>	<ul style="list-style-type: none"> • the nature of Parliament must become one of activism – Members being activists and representatives of the people • develop co-ordinated programme for public involvement and constituency work • improve effectiveness of constituency work • activate social mobilisation towards nation-building and cohesion • review public participation approach (Public Participation Model) • adopt public participation minimum standards • create public awareness survey and process • initiative to track development lifecycle of people and how their quality of life improve over time – random selection of individuals and families to be documented over the next 30 years – “under construction” boards • developing a debating forum (debating chamber for EPCs) • review communications strategy, means of communicating with public and re-strategize ways of reaching people – more meaningful engagement with communities • place more emphasis on public education • increase focus on radio and mobile strategies, as support to constituency work • improve public accounting and feedback process – accounting on follow-up issues and tracking until resolved • introduce monitoring of APRM recommendations, including Independent Panel Assessment recommendations • establish multilingual processes
	<p>Co-operative Government</p>	<ul style="list-style-type: none"> • Parliament must ensure that the IGR framework provisions such as co-ordinated planning is implemented and; • more attention paid to unfunded mandates and engagement on budgets and plans with SALGA; • Impetus must be given to the Constitution in section 214 (1 and 2), that requires an Act of Parliament be enacted to provide for the equitable division of revenue which was raised in the national, provincial and local government spheres, and that the Act has to take account of the following- <ul style="list-style-type: none"> □ the ability of the spheres to provide basic services and perform their functions; □ the fiscal capacity and efficiency of the provinces; □ development and other needs of provinces, local government and municipalities.

<p>More effective parliamentary processes</p> <ul style="list-style-type: none"> • Legislative • Oversight • Public involvement • International participation • Co-operative government 	<p>International participation and co-operation</p>	<ul style="list-style-type: none"> • policy and priority setting • process development for participation • international participation processes (AU, PAP and SADC) • monitoring of implementation of agreements • focus on: <ul style="list-style-type: none"> □ SADC and SADC PF □ AU and PAP □ Developing nations and BRICS • address low quality of governance in Africa • establishment of a parliamentary network to monitor African integration.
	<p>Time allocation and programming</p>	<ul style="list-style-type: none"> • review timeframes allocated for functioning of the Money Bills amendment procedure (change in programming) • review timeframes for committee oversight outside of Parliament (change in programming) • review timeframes for work in constituencies, including consecutive days (change in programming) • Introduce special focus weeks – aligned with specific NDP priorities
	<p>Co-ordination and co-operation of activities (Sector, House and committee structures)</p>	<ul style="list-style-type: none"> • establish oversight mechanisms for joint committees, including multi-clustered approach (co-ordination of oversight and co-operation by committees, including NA and NCOP) • setting of legislative sector goals and objectives, sector programmes and co-operation • enhance co-ordination and planning of sector • co-ordination and co-operation structures to implement goals of legislative sector (Provincial and Local spheres, CDWs) • collaboration with AG and departmental audit structures
	<p>Rules</p>	<ul style="list-style-type: none"> • review of rules • rules for oversight • rules for public participation • Ensure deadlock-breaking mechanisms • Rules on EPC debates and topics

Systems	Process and system automation	<ul style="list-style-type: none"> • legislative workflow system • oversight systems (workflow for Money Bills amendment process) • monitoring and evaluation systems, implementing cluster approach and evaluating outcomes and impacts • communication and public participation systems • public feedback and tracking system, including petitions, providing information until issues are resolved • international participation systems • follow-up mechanism on House resolutions
Capacity and skills	Improve capacity and skills development	<ul style="list-style-type: none"> • knowledge management institute/academy • continuous development programmes to capacitate Members • management development programme • review structuring of services for greater efficiency, e.g. committees vs research
Information	Improve quality of information	<ul style="list-style-type: none"> • increase availability of content and research services related to oversight • introduce content advisory services related to oversight • increase timeliness and quality of products in general • co-opt other sources of information and research • extend services of the parliamentary Budget Office • extend services of Constitutional and Legal Services Office • improve services and support of International Relations Division
Facilities	Facilities and tools	<ul style="list-style-type: none"> • Joint Sitting venue • Committee rooms • Public spaces • Conference facilities • Office space • Information tools and equipment



PARLIAMENT
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