



**PARLIAMENT**  
OF THE REPUBLIC OF SOUTH AFRICA

**Parliament  
of the Republic of South Africa  
Strategy Execution  
Feb 2022**

## 6<sup>th</sup> PARLIAMENT STRATEGY EXECUTION

### 1. Background and purpose

The 6<sup>th</sup> Parliament Policy Priorities and Strategic Plan was tabled in February 2020. The Policy Priorities and Strategic Plan was the culmination of an institutional strategic planning process, conducted after the 2019 general elections, as directed by the Executive Authority. Members of the National Assembly and the National Council of Provinces participated in planning sessions and provided the content used by the Accounting Officer to prepare and present the strategic documents.

The 6<sup>th</sup> Parliament strategy emphasized the priority of ensuring more responsive and accountable government. This will require Parliament to strengthen its oversight function, with committees conducting deeper scrutiny of executive action, ensuring more effective public involvement and hearings, and adopting more effective recommendations and resolutions by the Houses. In turn, deeper scrutiny by committees will require more time allocated for oversight activities, enhanced Member capacity to ensure effectiveness, deeper insights into issues at hand, and active involvement by the public and other role-players.

As Parliament was about to commence with the execution of this strategy, the President of the Republic of South Africa declared a national state of disaster on 16 March 2020. This was needed in order to set in motion measures to deal with the effects and impacts of the Covid-19 pandemic. The pandemic resulted in several lock-downs, causing a large economic contraction, and putting severe pressure on government finances. In line with other state organisations, the budget of Parliament was significantly reduced. In addition, the Covid-19 pandemic lock-down measures compelled Parliament to rapidly adopt technology into business processes since March 2020. Virtual meetings and plenaries became the order of the day, including the taking of decisions through voting. This sudden change will have a lasting impact in the way Parliament conducts its business.

In early January 2022 large parts of the National Assembly and Old Assembly buildings were damaged by fire. This resulted in Parliament utilising alternative facilities to host activities of joint sittings and sittings of the National Assembly. Whereas management envisaged a post-Covid return to normal parliamentary operations in 2022, the fire damage will necessitate a prolonged use of the current hybrid model to complete the activities and functions of Parliament.

The extraordinary events that unfolded in the last 24 months, including the Covid-19 pandemic and the fire incident, have shown how external and internal events and trends can affect the business of Parliament. But it also displayed the astonishing resilience and capability of the institution in distress – especially that of leadership and the human resource complement.

The execution of strategy will continue, despite the current and new risks emerging in the operating environment. The purpose of this *Strategy Execution* document is to highlight critical areas requiring action in order to ensure the successful execution of the 6<sup>th</sup> Parliament strategy.

## 2. Strategic management process

The strategic management process in Parliament is regulated by the Financial Management of Parliament and Provincial Legislatures Act, Act 10 of 2009 as amended, and consists of the sub-processes of:

- policy development,
- strategic planning,
- operational planning and resource allocation,
- execution, and
- performance monitoring and evaluation.

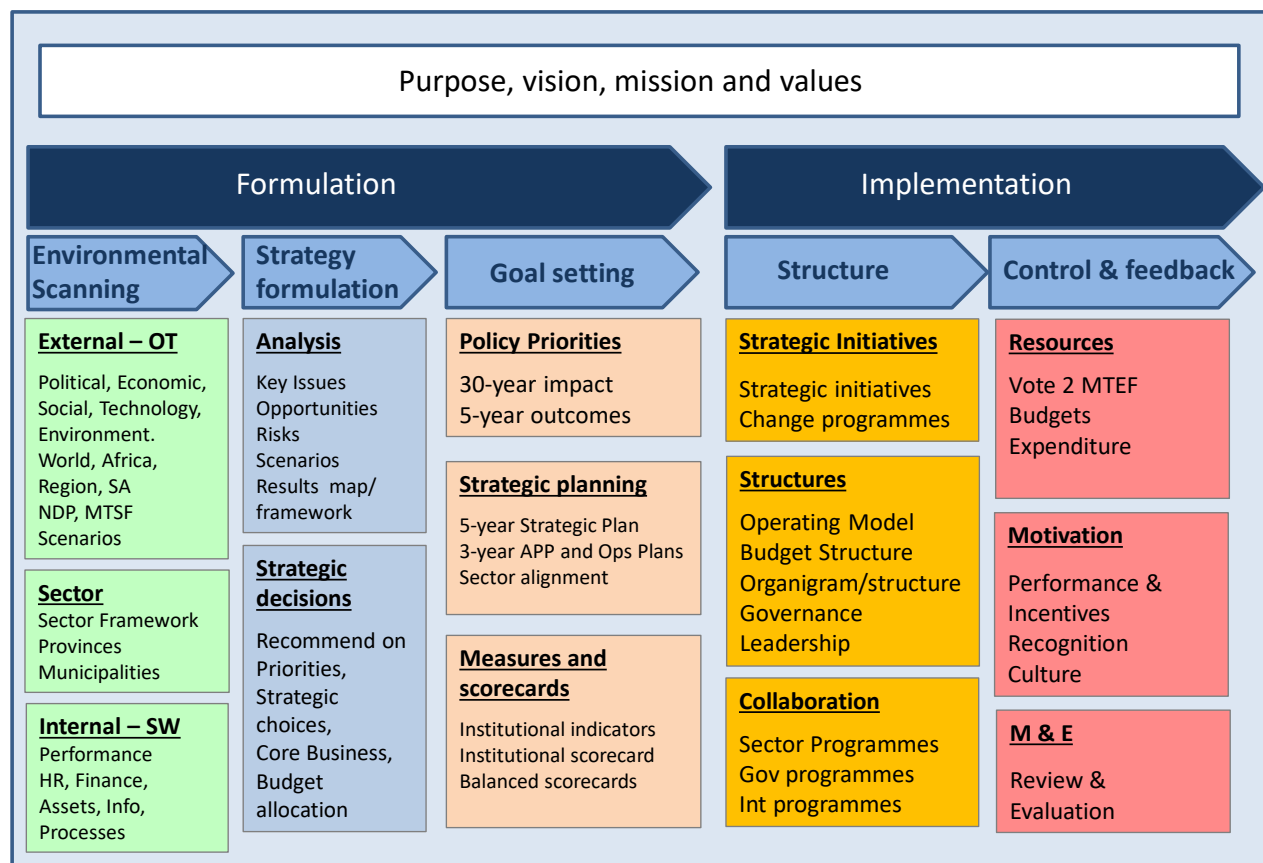
The strategic management process outlines the institution's approach to strategic and operational planning, budgeting and resourcing of the strategy, implementing the strategy and reporting on progress made towards meeting objectives stated in the strategic plan. In line with this the Financial Management of Parliament and Provincial Legislatures Act, Act 10 of 2009 as amended, requires that Parliament:

- (a) submit a strategic plan (section 14);
- (b) submit an annual performance plan (section 15);
- (c) submit an annual budget (section 16);
- (d) table the strategic plan, annual performance plan, and budget (section 17);
- (e) appropriate and approve money for each financial year (section 18);
- (f) conclude performance agreements (section 8);
- (g) submit monthly financial statements (section 51);
- (h) submit quarterly performance reports (section 52);
- (i) submit the mid-year budget and performance assessment (section 53);
- (j) submit the annual report (section 55 to 59); and
- (k) table monthly, quarterly, mid-year and annual reports (sections 54 & 59).

The composition of all related strategic management processes is known as the institution's *Strategic Management Framework*. This is a conceptual model that links all related processes and activities in a coherent arrangement. The framework is used by top management to formulate and execute strategy.

The strategic management framework for Parliament guides strategy formulation and execution, as depicted in the figure below. The framework comprises of the essential building blocks required for the formulation and implementation of strategy. The framework consists of two main elements, *strategy formulation* and *strategy execution (or implementation)*. Strategy formulation consists of environmental scanning, strategy formulation and goal setting. Strategy implementation consist of structure and control and feedback.

## Strategic Management Framework - Parliament



### 3. Strategic initiatives and change

The *Policy Priorities*, *Strategic Plan*, *Annual Performance Plan* and *Strategy Choices and Decisions* documents set out the required change initiatives for the next 5 years. These strategic initiatives will be implemented on the institutional, programme and divisional level.

#### 3.1 Institutional initiatives

The institutional strategic initiatives include:

- **An Oversight Plan/Programme** to coordinate oversight priorities and activities of Committees, Houses, and Legislatures, including changes to the parliamentary programme to provide more time for committee and constituency activities;
- **A public participation strategy**, enhancing public information, access and participation through digital, joint and mixed platforms; incorporating social media and mainstream media;
- **A knowledge management strategy** to manage information and knowledge better for the benefit of Members, the institution and stakeholders;

- **A digital technology strategy** allowing the implementation of *eParliament* principles, including:
  - Developing a new business model for Parliament, allowing for greater effectiveness and efficiency,
  - Adopting modern technologies to facilitate the business of Parliament, ensuring openness and responsiveness,
  - Developing a new service model for parliamentary services and establish a Member centric service culture,
  - Evolving working conditions to fit the new way of working.
  
- **A human resources strategy to unleash capacity and skills** through:
  - realignment of the organisational structure,
  - enhancing capacity-building programmes for Members,
  - new skills development strategy including:
    - upskilling to fit new digital world,
    - management skills programme,
    - skills specialisation programme.
  
- **A facilities management strategy** to manage the buildings and premises of Parliament, including:
  - Optimisation of the current available space,
  - Obtaining temporary facilities to ensure operational functionality,
  - Restoring the damage caused by the fire incident,
  - Long term facilities plan for Parliament.
  
- **A governance framework** to ensure effective institutional governance and decision-making.

### **3.2 Programme specific initiatives**

The programme specific initiatives include the following:

#### **3.2.1 Programme 1: Administration**

Ensuring an effective and efficient institution, the Parliamentary Service must address the prevailing and future way of work. This will include significant transformation and change in the management approach, enabling policy, business processes, related skills, and re-thinking facilities. Over time a new institutional culture must be fashioned, driven by professionalism, service excellence and technology enabled processes.

In the next 5 years the institution must adopt and implement modern technologies in order to work smarter, invest in skills development to ensure greater institutional capacity, and improve the working climate to ensure motivated and engaged employees. In order to do so, it must develop management capacity to build institutional agility, enhance institutional responsiveness, and invest in a significant programme of ICT infrastructure and skills development to shield the institution from possible external shocks.

The programme to invest in ICT infrastructure, systems and skills must allow the institution to move away from its traditional and current capabilities to a future state that includes converging content, interaction, networks, application, devices and channels. The future

state must provide a seamless and valuable experience for Members of Parliament, as the primary clients of the Parliamentary Service.

In order to ensure greater effectiveness and efficiency, the Parliamentary Service will need to implement the following:

- a) Develop a new business model for Parliament and the Parliamentary Service to address the future way of work for Parliament and build in the principles of e-Parliaments;
- b) Redesign and optimise core and support business processes through technology, including:
  - i. Legislative drafting system,
  - ii. Oversight monitoring and tracking system,
  - iii. Public involvement and engagement system, including petitions, submissions and representations,
  - iv. ERP processes for decision-making,
  - v. Supporting infrastructure, networking and end-user tools and support.
- c) Upskilling and re-skilling programmes to ensure the effective use of modern systems and technology,
- d) Development of specialised skills programmes to ensure expertise and specialisation, and integrating of existing functions using a multi-skilling approach;
- e) Implement a programme to ensure continuous innovation and improvements of processes and skills, allowing for co-creation and value adding;
- f) Integrate service offerings through a collaborative approach where service recipients are offered a holistic response;
- g) Provide policy, tools and facilities for remote employment conditions;
- h) Implement virtual meetings and collaboration platforms,
- i) Review and align institutional governance and decision-making.
- j) Implement a facilities management strategy to restore buildings and decide on long-term facilities of Parliament.

The programme must ensure that employees work smarter, improve skills and capacity, and improve the working climate so as to ensure an engaged workforce.

### *3.2.2 Programme 2: Legislation and Oversight*

Stronger parliamentary oversight will require deeper scrutiny by committees, more effective public involvement and hearings, and more effective recommendations and resolutions by the Houses. In turn, deeper scrutiny by committees will require more time allocated for oversight activities, enhanced Member capacity to ensure effectiveness, deeper insights into issues at hand, and active involvement by the public in the form of various submissions. Changing these inputs will require an adjustment in the programme of Parliament; providing more effective programmes aimed at capacity-building; delivering more insightful research and analysis; providing the public with better information and access to participate; and improving the tracking and monitoring of Parliamentary business and Executive implementation.

To enable deeper scrutiny, more effective involvement and ultimately more effective recommendations, Parliament will need to address the following main issues:

- increase time allocated for committee oversight activities, by changing the programme of Parliament,
- Improve the structure and capability of committees,
- improve involvement in committee processes, and
- provide more effective budget recommendations.

#### *3.2.2.1 Increase time for committee oversight activities*

The majority of Parliament's current workload centres around overseeing the executive programme of action, as presented in the annual budget process. This includes the annual State of the Nation Address, the tabling of the budget, the approval of the Appropriation and Division of Revenue Bills, and the related oversight activities performed by committees in terms of the Money Bills Amendment Procedure and Related Matters Act, Act 9 of 2009. The annual programme is therefore informed by the requirements of this process. In order to ensure deeper scrutiny by committees, more time will need to be allocated for committee oversight activities. By changing the programme to include dedicated weeks for constituency, committee and plenary work, Parliament can optimise available time. As these weeks now focus on specific work, sitting times could also be adjusted. In this instance the time for committee activities can be significantly increased.

#### *3.2.2.2 Structure and capability of Committees*

Parliament needs to build more capability and adaptability to meet today's challenges. It must strengthen its oversight capabilities and cement its processes in public involvement. It must become far more agile and responsive to the issues and needs of people. Moving forward, Parliament must foster greater levels of Member capacity and specialisation. Parliament may also structure the work of committees differently, ensuring a better fit between the requirements of oversight and committee structures. Improved structures and approaches may develop greater and deeper skillsets, ensuring scrutiny and oversight over increasingly complex issues.

#### *3.2.2.3 More effective public participation and involvement*

In general, Parliament can improve its oversight work by forging partnerships with the public and other institutions. Public participation provides legitimacy and power to Parliament's oversight work, whilst co-operation with other institutions may provide better reach, additional resources, and information required for oversight work. In recent years, public awareness and access to participate in the processes of Parliament have improved. Despite this improvement, several issues must be addressed to further enhance public participation, including:

- a. The effective use of technology and social media to reach more citizens with public education and information, and to mobilise participation;
- b. The use of joint public hearings by the Committees where possible;
- c. Encouraging the public to make submissions, representations and petitions;
- d. Using constituency offices more effectively;
- e. Improving relations with, and partnering with stakeholders.

### *3.2.2.4 More effective budget recommendations*

The Money Bills Amendment Procedure and Related Matters Act provides for the process by which Parliament assesses government performance, makes recommendations on the budget, and where required, amends the budget. This process uses the committee mechanism as the activity driver. Committee reports convey key budget and other recommendations which are then debated and adopted in plenary. Once budget recommendations are adopted, these are communicated to the Executive. The Act also requires the Executive (and specifically the Minister of Finance) to respond to these budget review and recommendation reports. Section 7(4) of the Money Bills Amendment Procedure and Related Matters Act prescribes that the Minister of Finance must submit a report to Parliament at the time of the budget, explaining how the Division of Revenue Bill and the national budget give effect to the recommendations contained in reports. In this regard Parliament must actively track and monitor the implementation of recommendations.

### *3.2.2.5 Parliamentary services to support the strategy*

The Parliamentary Service provides support services required by Parliament and its Members to effectively fulfil their constitutional functions. The Parliamentary Service must provide these key inputs in order for Parliament to become effective and efficient, and to achieve its stated outcome. Inputs relate to Members' capacity, advisory and information services, and related facilities and support used in the activities of Parliament. Improvements in key inputs will be required for the successful implementation of the strategy. These include:

- a) programming changes to ensure more time for committee oversight,
- b) greater Member capacity-building and empowerment,
- c) improvement of research and analysis to provide deeper insights, and
- d) ensuring effective public involvement, petitions and submissions.

Transforming the inputs and activities will require that Parliament utilises its available opportunities, including adopting technology faster into its processes, building stronger partnerships, utilising existing skills and expertise, drawing on the collective strengths of the legislative sector, and ensuring greater efficiency to reduce costs and ensure long-term sustainability.

#### *3.2.2.5.1 Initiatives relating to the programme of Parliament*

A key input towards the strengthening of committee oversight include adequate time for committees to conduct oversight. Committees will require more dedicated time in the form of committee weeks. For this change to occur, the Parliamentary Service must prepare a programming framework based on the statutory and strategic requirements, the direction provided by the Executive Authority, and that of the Programming Committees. The new programming framework will be implemented over time, with a gradual shift towards dedicated constituency, committee and plenary weeks. The new framework will also need to schedule joint committee and joint inter-sectoral work.

In addition, the Parliamentary Service must prepare a draft Oversight Plan, based on the inputs of Officer Bearers and key stakeholders, to direct the oversight work of Parliament.



#### *3.2.2.5.2 Initiatives relating to Member capacity-building*

During their tenure Members of Parliament are required to apply a diverse range of skills. If Parliament is to operate more efficiently and effectively, specific and needs-based capacity-building programmes are required to equip parliamentarians with the skills needed to perform their functions.

In order to provide more relevant and quality capacity development programmes the Parliamentary Service will need to address the following issues:

- a. Centralise resources and funding to improve overall programme impact,
- b. Ensure that programme development is based on a continuous needs assessment, with input and feedback from stakeholders,
- c. Improve co-ordination and co-operation of role-players in the capacity-building area, with seamless and holistic services,
- d. Integrate individual capacity building programmes under a holistic curriculum, with separation into various programmes, courses, modules and subjects,
- e. Initiate processes to measure the usefulness of programmes through regular satisfaction feedback.

#### *3.2.2.5.3 Initiatives relating to synthesis and analysis of information for deeper insights*

Members of Parliament represent the interest of people in government through the processes of legislation, oversight, appointments 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. More effective scrutiny and recommendations will require enhanced synthesis, analysis and research services. The information and analysis provided by the Parliamentary Service must provide deeper insights into issues, and empower Members to effect deeper scrutiny.

Research and information services in Parliament must access and review data sets and information. It must analyse, evaluate and synthesise evidence and information to address the information needs of Members. Parliament must also increase its ability to monitor, track and evaluate the implementation of recommendations and resolutions. Parliament can also benefit from tracking its own data, to build an evaluative culture, and to gain insights into legislative impact. The institution can further improve accountability by engaging and interacting with evaluations done by the Executive and other institutions, thereby providing a broader range of information and insight on the effectiveness of government programmes. Providing a real-time country dashboard may help in holding the Executive accountable and keeping citizens informed on service delivery progress.

In order to provide quality information services, the Parliamentary Service will need to address the following issues:

- a. Develop a 3-year Research Plan in support of the institutional Oversight Plan,
- b. Co-ordinate the various Parliamentary Service information providers into an integrated and seamless delivery model,
- c. Ensure equal access to information services,
- d. Forge improved collaboration with partners and 3<sup>rd</sup> party/external stakeholders,
- e. Augment the information dissemination process, ensuring improved packaging, information simplicity, and ease of use of information products,

- f. Introduce institutional standards and quality management processes to ensure quality and objectivity,
- g. Establish a Research Advisory Panel to guide and advise information services,
- h. Implement an institutional knowledge management strategy, ensuring institutional data and information management processes.

#### *3.2.2.5.4 Initiatives relating to improving public involvement*

Involvement and participation by the public are key to ensure participatory democracy and more responsive government. Increased public participation will require improved information dissemination and greater access for people to participate. In turn, this will require the use of more languages, broadcasting on radio, social media and mobile technology, and the use of external networks to reach communities and people. Greater access to participate in Parliament will require more joint public hearings, e-hearings, online submissions, and better use of constituency offices.

In order to ensure improved public involvement, the Parliamentary Service will need to address the following issues:

- a. Implement interventions focusing on the delivery of public education and information programmes, empowering people to participate in parliamentary processes, mobilising public stakeholders, and capitalising on the use of digital and preferred platforms,
- b. Implementing virtual public meetings, e-hearings, e-petitions,
- c. Broaden cooperation with partners and stakeholders including the legislative sector, government, community organisations and institutions,
- d. Improved co-ordination of programmes with that of constituency offices,
- e. Strengthening the petitions process,
- f. Consolidating current programmes, capacities and resources into a single service to support public participation activities.

#### 4. Impact of the Covid-19 pandemic and the fire damage

There can be no doubt about the negative impacts the pandemic and fire incident caused in Parliament. Both these events upended normal operational functions in the institution and aggravated several emerging risks. The four main risks identified in the 2019 planning process has now materialized:

- a. Baseline budget reduction,
- b. Unsustainable payroll,
- c. Aging ICT infrastructure,
- d. Aging physical infrastructure.

Whilst the Covid pandemic realised a significant budget reduction for Vote 2, the fire damage compounded the existing space problems. The fire incident caused the operational loss of the National Assembly chamber, several committee meeting venues, and offices for almost 200 Members and a further 200 support staff. Several support services such as ICT and catering are also greatly affected. A business continuity plan was activated to deal with the fire incident and related issues.

Although the institution has shown remarkable resilience in the face of both the Covid-19 pandemic and the fire incident, the long term impact on the business and operations, as well as cost must still be assessed. Whereas management envisaged a post-Covid return to normal parliamentary operations in 2022, the fire damage will necessitate a prolonged use of the current hybrid model to exercise the activities and functions of Parliament. The parliamentary precinct remains under serious strain, and facilities now require reconstruction, renovation and modernisation.

The medium term global outlook remains fraught with several risks. The combined effects of weak projected GDP growth (1.8% for SA), unsustainable levels of debt, and the worsening of these by Covid-19 means that the fiscus will remain under pressure for the next few years. Parliament's budget baseline was adjusted downward by the following:

- R 256 million in 2021/22,
- R 338 million in 2022/23, and
- R 296 million in 2023/24.

#### Budget summary

R million	2022/23			Total	2023/24	2024/25
	Current payments	Transfers and subsidies	Payments for capital assets		Total	Total
<b>MTEF allocation</b>						
Administration	694.0	–	11.6	705.5	689.3	721.3
Legislation and Oversight	694.2	–	1.7	695.9	697.3	728.9
Associated Services	297.8	513.0	–	810.8	799.3	833.8
<b>Subtotal</b>	<b>1 686.0</b>	<b>513.0</b>	<b>13.2</b>	<b>2 212.2</b>	<b>2 185.9</b>	<b>2 284.0</b>
<b>Direct charge against the National Revenue Fund</b>						
Members' Remuneration	471.7	–	–	471.7	471.7	492.9
<b>Total expenditure estimates</b>	<b>2 157.7</b>	<b>513.0</b>	<b>13.2</b>	<b>2 684.0</b>	<b>2 657.6</b>	<b>2 776.9</b>

This reality means that the funding of Parliament's strategy becomes challenging, requiring cost reductions, cutting of non-essential functions and expenditure, and subsequent reprioritisation of funding and resources.

## 6. Key choices and decisions

The Strategy Choices and Decisions document supports the execution of the strategy as outlined in the Policy Priorities and the Strategic Plan.

Several key choices and decisions must still be taken including:

- a. Approval of an institutional Oversight Plan to co-ordinate the work around oversight;
- b. Changes in the programme of Parliament to afford committees more time to conduct oversight,
- c. The interim and future business model of Parliament, having introduced technology enabled hybrid sittings and meetings for the last 24 months,
- d. Initiatives to lower costs of business to fit expenditure ceilings as per the estimates of expenditure,
- e. Investment programme in technology to support the digital strategy of the institution,
- f. The facilities management programme to restore and modernize facilities.

These key choices and decisions, including related decisions, as set out in the Strategic Choices and Decisions document, accompanies the Strategic plan and APP of Parliament.



## Strategy map for the 6<sup>th</sup> Parliament *Strengthen oversight and accountability*

