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on

“The implementation of the oversight and accountability model of Parliament in the context of a developmental state”

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1. Introduction

South Africa has made remarkable progress in the transition from apartheid to democracy. This transition has been peaceful despite the country's history of violent conflict and dispossession. While this transition was successful in many ways, South Africa remains a highly unequal society where too many people live in poverty and too few work. The apartheid spatial divide continues to dominate the landscape and the legacy of apartheid continues to determine the life opportunities for the vast majority. In order to accelerate progress, deepen democracy and build a more inclusive society, South Africa must translate political emancipation into economic wellbeing for all.¹

To this end, the role of Parliamentary oversight in holding the Executive accountable is of the utmost importance. The Strategic vision of the Parliament of the Republic of South Africa 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 and its mission is to represent and act as a voice of the people in fulfilling Parliament's constitutional functions of passing laws and overseeing executive action.²

South Africa envisions a country that truly embodies the notion of a “Developmental State” which is effectively able to create conditions of prosperity both for its citizens, and ultimately the African continent as a whole. The following brief will discuss the role played by Parliamentary oversight and the Oversight Model in achieving a developmental state.

2. Understanding the notion of a Developmental State

A developmental state plays an active role in guiding economic development and using the resources of the country to meet the needs of the people. A developmental state tries to balance economic growth and social development. It uses state resources and state influence to attack poverty and expand economic opportunities.³

In all countries the state plays some role in shaping the structure and output of the economy. States in different countries use a variety of instruments and policies like the regulation of industry and trade, the redistribution of incomes and assets, the use of fiscal and monetary policies and direct state ownership of key industries. The degree of state intervention depends on whether a government chooses to leave economic development and redistribution to the impulses of the free market, or to be a more interventionist or developmental state.⁴

South Africa has committed itself to building a developmental state that efficiently guides national economic development by mobilising the resources of society and directing them toward the realisation of common goals. South Africa has placed the needs of the poor and social issues such as health care, housing, education and a social safety net at the top of the national agenda.⁵

3. The role of Parliament's in fostering development

¹ The National Development Plan, (2013).

² Parliament of the Republic of South Africa, (2009).

³ Education and Training Unit for Democracy and Development, (2015).

⁴ Ibid

⁵ Ibid

Parliaments have crucial responsibilities to play in national and local development policies. Whilst Governments have to ensure service delivery to the people, Parliament has to ensure that the strategic outcomes as envisaged by Governments are achieved. As a result of their law-making, oversight and representative functions, parliamentarians can actively engage in the development and implementation of policies and laws that are pro-poor, minority- and gender-responsive, and environmentally sensitive, all which generally reflect and support efforts to achieve the broad objectives of human development. In addition, parliaments play key roles in the promotion and defence of human rights, and many have proved to be effective when engaging in crisis prevention and recovery.⁶

The mission of the parliament should ideally not be limited to a narrow interpretation or understanding of its legal or constitutional duties (oversight, law-making and representation). A broader approach shows that these core functions are also development tools that enable parliaments to play crucial roles as strong, constructive and dynamic democratic institutions.⁷

Consistent with this notion, the Parliament of the Republic of South Africa has dedicated itself to ensuring that its vision is guided by the desire to foster a Developmental State but also developing the capacity of Members of Parliament to enhance the execution of their mandate.

3.1 The Strategic Plan of the 5th Democratic Parliament

The first democratically elected Parliament identified the need for a strategic planning process to enable the institution to plan for the future, in a systematic and coherent manner, and to monitor and evaluate implementation and progress. An initial set of processes were activated in 1997 with the aim of implementing strategic planning. With the promulgation of the Public Finance Management Act in 1999, Parliament adopted the management principles set out in the Act. Instruments such as the strategic plan, budget vote, quarterly reports and the annual report were introduced from 2002.⁸

With the promulgation of the Financial Management of Parliament Act, Act 10 of 2009 as amended, the planning process and the strategic plan became regulated by law. As of 2009, Parliament adopted the continuum of governance activities, as set out in the Green Paper on National Strategic Planning (2009), consisting of:

- Policy development,
- strategic and operational planning,
- resource allocation,
- implementation, and
- performance monitoring and evaluation.⁹

Accordingly, the Executive Authority of Parliament oversees the preparation of Parliament's strategic plan, annual performance plan, and budget and adjustments budgets. In this regard the Accounting Officer must prepare a draft strategic plan for

⁶ Agora, (2015).

⁷ Ibid

⁸ Parliament of the Republic of South Africa, (2015a).

⁹ Ibid

Parliament, and present this to the Executive Authority, within 6 months after the election of the National Assembly, or such other date as determined by Parliament.¹⁰

The strategic plan must -

- a) Cover the next five years or other period determined by Parliament;
- b) Specify the priorities of Parliament's administration for the period of the plan;
- c) Include objectives and outcomes for each programme of Parliament;
- d) Include multi-year projections of all revenue and expenditure; and
- e) Include performance measures and indicators for assessing the administration's performance in implementing the strategic plan.¹¹

The strategic plan outlines the long-term impact of Parliament, its medium-term outcomes, and supportive programme outputs with measurable objectives and indicators.

The Strategic Plan of the 5th Parliament identifies the outcomes and goals to be achieved and sets out the strategic path towards their attainment. Overseeing the implementation of the National Development Plan is the central theme of the Fifth Parliament.¹²

The policy priorities of Parliament derive from the Constitution, the public mandate and the long-term planning objectives that inform the content of the strategic direction for the 5th term and beyond. 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.¹³

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. To adequately address these challenges, the government has prioritised the following:¹⁴

- Creating more jobs, decent work and sustainable livelihoods;
- rural development, land reform and food security;
- education;
- health;
- and fighting crime and corruption.

To achieve the aspirations of a capable developmental state as well as ensure the Outcomes envisioned in the Medium-Term Strategic Framework 2014-2019 are achieved; the Parliament of the Republic of South Africa seeks to act as an agent of change which ensures acceleration of delivery, enhances oversight and accountability, stabilises the political administrative interface, professionalises the public service, upgrades skills and improves co-ordination. It also needs a more pragmatic and proactive approach to managing the intergovernmental system to ensure a better fit between responsibility and capacity. The role of Parliament in this regard will include representing the interests of

¹⁰ Ibid

¹¹ Parliament of the Republic of South Africa, (2015a)

¹² Parliament of the Republic of South Africa, (2015).

¹³ Parliament of the Republic of South Africa, (2015).

¹⁴ Ibid

people in the processes of passing laws, conducting oversight, recommending public office appointments and by adopting international agreements.¹⁵

To effectively realise this role, the strategic priorities of Parliament include:

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

Furthermore, these new priorities give Parliament an impetus to make certain key changes to the internal framework of the institution, namely:

- Effecting changes to the programme of Parliament to allow for greater effectiveness of processes, especially the requirements of the oversight and public involvement processes;
- Improving support capacity for the oversight function, enhancing capacity to realise greater public involvement, improving support for international engagement, and strengthening capacity to support the legislative function;
- Increasing knowledge and information services, research and record keeping;
- Increasing the use of information communication technology and enablers, ensuring greater process efficiency and access to information;
- Addressing the shortage of workspace, facilities and meeting rooms;
- Providing capacity-building programmes for Members of Parliament.¹⁶

The Strategic Plan of the 5th Democratic Parliament is the first step in a process which will see the structure of Parliament undergoing realignment aimed at ensuring effective execution of the institution's mandate. The realignment will focus on the strategic priorities of Parliament, providing greater alignment between the priorities, resources and the overall structure to allow for greater management effectiveness. It must also create capacity to address service demands in areas of oversight, public involvement, international engagement, and institutional governance. Several process developments and efficiency improvement initiatives have been implemented and more are under way.¹⁷

In order to increase the institutional effectiveness and efficiency, the administration will aim at the following:

- Introducing services related to capacity-building programmes for Members that will seek to increase accessibility of programmes, and improve the usefulness and relevance of programmes to enable Members of Parliament to function effectively;
- Establishing services such as procedural advice, legal advice, content advice, research and other similar information services with the view to improving the timeliness and quality of outputs, thereby increasing the value of information, as the inputs required by Members will have greater effectiveness;

¹⁵ Ibid

¹⁶ Parliament of the Republic of South Africa, (2015).

¹⁷ Ibid

- Providing services related to facilities, including ICT, claims, catering and household services, that will seek to maximise the use of limited resources, whilst increasing response times (decreasing turnaround times) and decreasing repair times (downtimes), thereby increasing efficiency;
- Improving areas of governance and compliance, internal co-ordination and communications, information-sharing, skills development and capacity-building, the use and management of limited facilities, and increasing the overall efficiency of Parliament;
- Implementing effective monitoring and evaluation systems for the purpose of monitoring the achievement of policy outcome goals.¹⁸

The overarching mission of Parliament is to “provide the people of South Africa with a vibrant people’s assembly that intervenes and transforms society and addresses the development challenges of our people”¹⁹. It is also important that Parliament conducts effective oversight over the Executive by strengthening its scrutiny of actions against the needs of South Africans. In addition, Parliament seeks to enhance the participation of South Africans in the decision-making processes that affect their lives as well as ensure that there is a healthy relationship between the three arms of the state that promotes efficient co-operative governance between the spheres of government, and ensures appropriate links with our region and the world. Finally, Parliament must ensure that there is an innovative, transformative, effective and efficient parliamentary service and administration that enables Members of Parliament to fulfil their constitutional responsibilities.²⁰

The strategic objectives presented in the Strategic Plan of the 5th Parliament will aim to bring about significant change and improvement in services delivered to Members, thereby seeking to increase the overall efficiency and effectiveness of Parliament.²¹

3.2 Overview of the Oversight Model of the Parliament of the Republic of South Africa

Historically, the 1994 elections ushered in a new democratic order in South Africa. The extraordinary participation by South Africans showed that we desired an end to the divisions of the past and a move towards establishing a society based on democratic values, social justice and fundamental human rights. The process of negotiations, which preceded the 1994 elections, resulted in the drafting of a new Constitution, as adopted on 8 May 1996 by the Constitutional Assembly.²²

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 country's first democratic Constitution, Act 108 of 1996. In this process, Parliament's oversight function received less attention, and was compounded further by the reality that the Constitution deals with Parliament's legislative authority in more detail compared to its oversight role.²³

¹⁸ Parliament of the Republic of South Africa, (2015)

¹⁹ Parliament of the Republic of South Africa, (2015)

²⁰ Parliament of the Republic of South Africa, (2015)

²¹ Parliament of the Republic of South Africa, (2015)

²² Parliament of the Republic of South Africa: Oversight and Accountability Model

²³ Ibid

To address this deficit, Parliament through the Joint Rules Committee established a Task Team on Oversight and Accountability comprising Members of both Houses of Parliament, which studied the mandates relating to oversight emanating from the Constitution. The task team established three focus groups, that of, the Projects Focus Group, the Budget and the Committees. The objective was to develop an oversight model for Parliament in line with the Constitution and Parliament's new strategic vision, together with the realignment of resources to fulfil its mandate with greater efficiency.²⁴

The Oversight Model's primary objective is to provide the framework that describes how Parliament conducts oversight. It seeks to improve existing tools of parliamentary oversight, streamline components of the new oversight model with existing components, and enhance Parliament's capacity to fulfil its oversight function in line with Parliament's new strategic direction.²⁵

In developing an Oversight Model, the Task Team began by determining that an appropriate definition of oversight is as follows²⁶:

In the South African context, oversight is a constitutionally mandated function of legislative organs of state to scrutinise and oversee executive action and any organ of state.

The task team further emphasized that oversight entails the informal and formal, watchful, strategic and structured scrutiny exercised by legislatures in respect of the implementation of laws, the application of the budget, and the strict observance of statutes and the Constitution. In addition, and most importantly, it entails overseeing the effective management of government departments by individual members of Cabinet in pursuit of improved service delivery for the achievement of a better quality of life for all citizens.²⁷

The appropriate mechanism for Parliament to conduct oversight of these organs of state would be through parliamentary committees. In conducting oversight, the committee would either request a briefing from the organ of state or visit the organ of state for fact-finding, depending on the purpose of the oversight. The committees would have to consider the appropriate means for conducting oversight to cover all organs of state. One of the most important aspects of the oversight function is the consideration by committees of annual reports of organs of state and the Auditor-General's reports.²⁸

Ministers, as the executive authority in terms of section 65 of the Public Finance Management Act (PFMA) have to table annual reports of departments and public entities for which they are responsible within six months after the end of the financial year (30 September). The Speaker' immediately refers all annual reports to the relevant portfolio committee and the Committee on Public Accounts for consideration and report. Late submission requires a written explanation by the Minister providing reasons for the delay. The Committee on Public Accounts reviews the audited financial statements and the audit

²⁴ Ibid

²⁵ Parliament of the Republic of South Africa: Oversight and Accountability Model

²⁶ Ibid

²⁷ Ibid

²⁸ Parliament of the Republic of South Africa: Oversight and Accountability Model

reports of the Auditor-General and indicates to the relevant portfolio committee which specific issues they should be aware of with regard to oversight. The committee has to evaluate thoroughly the technical quality and the performance information presented in the annual report.²⁹

There are different phases which lead up to the final reporting, namely³⁰:

Oversight preparation phase:

- This starts six to eight weeks prior to 30 September each year. Members need to have access to and interrogate documents which include current and previous annual reports for comparison purposes, strategic plans and Estimates of National Expenditure of related years, State-of-the-Nation Address, Budget Speech, budget vote speeches, previous BRRR report, division of revenue information and related policy documents, quarterly performance reports, previous oversight reports and House resolutions.

Oversight hearing phase:

- Ideally during the last two weeks of October each year, public hearings are conducted to gain clarity/input into the areas that should be addressed in the annual report.

Oversight report-writing phase:

- A report for each of the entities reviewed must be tabled in the House (by the second week in November). The report should contain comments with regard to compliance, spending patterns, a general information section in the annual report, reported performance, key issues of the previous year and recommendations.

Parliament has established mechanisms to fulfil its oversight and accountability mandates in terms of the Constitution and under the rules established by the two Houses, individually and jointly. Committees can interact with civil society organisations, organised business, experts and professional bodies as a way of enhancing accountability and can call Ministers and departmental heads to account on any issue relating to any matter over which they are effecting accountability within the ambit of the provisions of sections 56 and 69 of the Constitution and legislation.³¹

Parliamentary processes to ensure that institutional mechanisms are effectively undertaken are prescribed within the parliamentary oversight cycle. Annual reports, reports from the Auditor-General, resolutions of the Committee on Public Accounts, committee reports, quarterly and monthly reports of National Treasury are considered amidst the cycle and performance by the Executive is measured by a comparison between these and the Medium Term Budget Policy Statement, the Division of Revenue Act, the Appropriation Bill, and legislation raising revenue. Ministers are accountable for the policy that underlies their budgets whereas accounting officers account for expending the budget.³²

²⁹ Ibid

³⁰ Ibid

³¹ Parliament of the Republic of South Africa: Oversight and Accountability Model

³² Ibid

The oversight cycle requires Parliament to take a long-term view of oversight in order to ensure effective oversight of sustainable delivery. The parliamentary oversight cycle provides a means through which Parliament can monitor government delivery in terms of long-term commitments, rather than focusing exclusively on annual commitments, annual planning and performance assessments. The cycle thus provides for continuity in Parliament's oversight activities from year to year.³³

Currently South Africa has designed the following tools in relation to oversight and accountability. For ease of reference, these tools have been split into four categories: Category 1 lists tools of established legislation and long-term plans; Category 2 contains tools relating to annual, monthly and weekly activities; Category 3 lists financial instruments; and Category 4 relates to issues arising from institutions supporting constitutional democracy.³⁴

Category 1:

- Constitution of the Republic
- Legislation
- Government Programme of Action [5-year plan].

Category 2:

- State-of-the-Nation Address
- Questions (written and oral)
 - President
 - Deputy President
 - Ministers
- Members' statements
- Ministerial statements
- Debates in the House
- Matters from constituency work
- Private Member's bills
- Individual Member's oversight
- Committee reports on legislation and oversight activities
- Committee reports on international agreements
- Departmental strategic plans
- Departmental current and past annual performance plans
- Annual reports (including annual financial statements, statements on programme performance and human resource information)
- Performance contracts
- Departmental compliance with parliamentary committee recommendations.

Category 3:

- Budget Speech
 - Estimates of National Expenditure (ENE)

³³ Ibid

³⁴ Parliament of the Republic of South Africa: Oversight and Accountability Model

- Division of Revenue Bill
- Estimates of National Revenue
- Budget Review
- Ministers' budget vote speeches
- Departmental budget votes
- Treasury Regulations relating to strategic planning
- Reports of the Auditor-General (including performance reports)
- Treasury reports (monthly and quarterly reports)
- Audit Reports (Scopa)
- Medium-Term Budget Policy Statement (MTBPS)
- Adjusted Estimates of National Expenditure
- Intergovernmental Fiscal Relations report
- Public Finance Management Act (PFMA)
- Financial statements (monthly financial reports and quarterly performance reports)
- Statistics South Africa reports.

Category 4:

- Reports on investigated matters of relevance by institutions supporting constitutional democracy (ISDs) and other statutory institutions supporting democracy for consideration by Parliament.

In addition to these 4 categories, the Parliament of the Republic of South Africa has other mechanisms designed to enhance oversight. In particular, the Task Team that developed the Oversight and Accountability Model believed that reports and matters arising from the same delegations representing Parliament at organisations, such as the Commonwealth Parliamentary Association, Inter-Parliamentary Union, Pan African Parliament, SADC Parliamentary Forum, Africa Caribbean and Pacific-European Union Joint Parliamentary Assembly and others, should also be tabled and be programmed for consideration by the relevant committees and, where necessary, should be debated in the relevant Houses.³⁵

Political parties also have an additional role to play in enhancing oversight. Political parties have constituency offices from which the public can obtain information on new Bills or discuss issues of concern with members of Parliament. Each party represented in Parliament is allocated funds to develop its own method of constituent outreach. Each Member of Parliament is assigned by their political party to perform constituency work. Constituency work affords Members the greatest opportunity to conduct individual oversight. It constitutes the closest level of interaction between Members and the public, and provides the best platform from which Members can familiarise themselves with the issues confronting their constituents. Through this interaction, a Member may address matters of local, provincial and national concern.³⁶

4. Policies that guide South Africa as a developmental State

³⁵ Parliament of the Republic of South Africa: Oversight and Accountability Model

³⁶ Ibid

According to the Oversight and Accountability Model, the mandate of the Parliament of the Republic of South Africa is achieved through passing legislation, overseeing government action, and facilitating public participation and international participation. The role of Parliament includes the promotion of the values of human dignity, equality, non-racialism, non-sexism, the supremacy of the Constitution, universal adult suffrage and a multi-party system of democratic government. It upholds our citizens' political rights, the basic values and principles governing public administration, and oversees the implementation of constitutional imperatives.³⁷

These values are further underpinned by key policy frameworks which guide South Africa in its goal to achieving an effective Developmental State. In the conduct of Executive oversight, it is crucial for members of Parliament to scrutinise the work of the Executive using the outcomes contained in these policy outcomes that South African national departments should seek to realise.

4.1 The United Nations Sustainable Development Goals

The sustainable development goals (SDGs) are a new, universal set of goals, targets and indicators that UN member states will be expected to use to frame their agendas and political policies over the next 15 years. The SDGs follow and expand on the Millennium Development Goals (MDGs) which provided a focal point for governments – a framework around which they could develop policies and overseas aid programmes designed to end poverty and improve the lives of poor people. The eight MDGs – reduce poverty and hunger; achieve universal education; promote gender equality; reduce child and maternal deaths; combat HIV, malaria and other diseases; ensure environmental sustainability; develop global partnerships – failed to consider the root causes of poverty and overlooked gender inequality as well as the holistic nature of development.³⁸

The SDGs were developed as a result of the largest consultation programme in the history of the UN to measure opinion on what the SDGs should include. Establishing post-2015 goals was an outcome of the Rio+20 summit in 2012, which mandated the creation of an open working group to come up with a draft agenda. The open working group, with representatives from 70 countries, had its first meeting in March 2013 and published its final draft, with its 17 suggestions, in July 2014. The draft was presented to the UN General Assembly, negotiations followed, and the final wording of the goals and targets, and the preamble and declaration that comes with them, were agreed in August 2015.³⁹

The 17 SDG's are as follows⁴⁰:

1. End poverty in all its forms everywhere
2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture
3. Ensure healthy lives and promote wellbeing for all at all ages
4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
5. Achieve gender equality and empower all women and girls

³⁷ Parliament of the Republic of South Africa: Oversight and Accountability Model

³⁸ Ford, (2015).

³⁹ Ibid

⁴⁰ Ibid

6. Ensure availability and sustainable management of water and sanitation for all
7. Ensure access to affordable, reliable, sustainable and modern energy for all
8. Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all
9. Build resilient infrastructure, promote inclusive and sustainable industrialisation, and foster innovation
10. Reduce inequality within and among countries
11. Make cities and human settlements inclusive, safe, resilient and sustainable
12. Ensure sustainable consumption and production patterns
13. Take urgent action to combat climate change and its impacts (taking note of agreements made by the UNFCCC forum)
14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development
15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification and halt and reverse land degradation, and halt biodiversity loss
16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
17. Strengthen the means of implementation and revitalise the global partnership for sustainable development

Within the goals are 169 targets. Targets under goal one, for example, include reducing by at least half the number of people living in poverty by 2030, and eradicating extreme poverty (people living on less than \$1.25 a day). Under goal five, there's a target on eliminating violence against women, while goal 16 has a target to promote the rule of law and equal access to justice.⁴¹

South Africa's position regarding the SDG's emanates from the view that the post-2015 development agenda must build on the unfinished business of the MDGs and on the development gains achieved. The SDG's compliment national and regional priorities, including the NDP, NEPAD and Agenda 2063 given that poverty and hunger, as well as combating inequality at all levels are treated as overarching objectives.⁴²

⁴¹ Ford, (2015).

⁴² Parliamentary Monitoring Group, (2015).

4.2 African Union, NEPAD and Agenda 2063

The African Union (AU) was formed in 2000, with the aim of developing and integrating Africa; an organization that would assist and transform Africa into a prosperous and stable continent, which demands more respect in the international system. The African Union represents an attempt by African countries in creating norms within the continent which create stability. An initiative aimed at dealing with the challenges facing the continent is the New Partnership for Africa's Development (NEPAD). The main goals of NEPAD are stability, peace, democratization and ensuring that Africa is a safe environment for foreign investment.⁴³

In the 50th Anniversary Solemn Declaration of the Heads of State and Government of the African Union assembled to celebrate the Golden Jubilee of the OAU/AU.⁴⁴ Africa's political leadership rededicated themselves to the continent's development and pledged their commitment to make progress in eight key areas:

- African Identity and Renaissance,
- The struggle against colonialism and the right to self-determination of people still under colonial rule,
- Integration Agenda,
- Agenda for Social and Economic Development,
- Agenda for Peace and Security,
- Democratic Governance,
- Determining Africa's Destiny, and
- Africa's place in the world⁴⁵

They further pledged to integrate these ideals and goals in a Continental Agenda 2063, through a people-driven process for the realization of the vision of the AU for an integrated, people-centred, prosperous Africa, at peace with itself.

Agenda 2063 is both a Vision and an Action Plan. It is a call for action to all segments of African society to work together to build a prosperous and united Africa based on shared values and a common destiny. Agenda 2063 is embodied in specific aspirations that will define the future that the people of Africa want, namely:

1. A prosperous Africa based on inclusive growth and sustainable development
2. An integrated continent, politically united and based on the ideals of Pan Africanism and the vision of Africa's Renaissance
3. An Africa of good governance, democracy, respect for human rights, justice and the rule of law
4. A peaceful and secure Africa
5. An Africa with a strong cultural identity, common heritage, values and ethics
6. An Africa where development is people-driven, unleashing the potential of its women and youth
7. Africa as a strong, united and influential global player and partner.⁴⁶

⁴³Landsberg, (2003).

⁴⁴ 21st Ordinary session of the Assembly of Heads of State and Government of the African Union, at Addis Ababa, 26 May 2013

⁴⁵ African Union Agenda 2063, (2014)

⁴⁶ African Union Agenda 2063, (2014)

South Africa's commitment to Agenda 2063 is premised on the developmental imperatives of the country's foreign policy. In a speech during a joint sitting of the Parliament of the Republic of South Africa, Minister of International Relations and Cooperation Mrs Maite Nkoane-Mashabane noted that "Agenda 2063 is about the Africa we want to build in the future. It connects the Africa of yesterday to the Africa of today and the Africa of tomorrow". During her speech, the Minister also emphasized that "with Agenda 2063, the AU is rallying all Africans to continue the march for the rebirth of the African continent in all aspects – to extend our political liberation to economic and social liberation".⁴⁷

4.3 SADC Regional Indicative Strategic Development Plan (RISDP)

The Southern African Development Community (SADC) has existed since 1980, when it was formed as a loose alliance of nine states in Southern Africa known as the Southern African Development Coordination Conference (SADCC). At that time, it was formed with the main aim of coordinating development projects meant to lessen economic dependence on apartheid South Africa.

SADC envisions a common future within the regional community which will ensure economic stability, improving the standards of living for people in the region, guarantee freedom and social justice as well as peace and security for the people of Southern Africa. The main objectives of SADC are to achieve both economic growth and development in order to alleviate poverty, as well as improve the standard of living for the people of Southern Africa. Additionally, SADC aims to support the socially impoverished through regional integration by developing common political values, institutions and systems. SADC will promote peace and security within the region as well as encourage self-sustaining development based on collective self-reliance as well as the interdependence of Member States. SADC also aims at ensuring that national and regional strategies or programs complement each other so as to maximize productive employment and how resources are utilised in the region. Efficient utilisation of natural resources will aid in the effective protection of the environment. Finally, SADC aims to strengthen the long-standing historical, social and cultural links among the peoples of the region.⁴⁸

As a way of improving the efficiency of SADC, efforts were made to implement a restructuring of the organization. To provide strategic direction to the restructured organisation and to make the SADC Common Agenda operational, a Regional Indicative Strategic Development Plan (RISDP) has been developed. The RISDP is a 15-year plan aimed at deepening regional integration by providing Member States with a consistent and comprehensive programme of long-term economic and social policies. The plan reaffirms the commitment of SADC Member States to "good political, economic and corporate governance embedded in a culture of democracy; full participation by civil society; and respect for the rule of law".⁴⁹ South Africa is committed to this vision for the region.

South Africa views SADC as the foundation for its regional, continental and international engagements. Political and economic integration remains one of the motivating forces of South Africa's foreign policy in relation to the consolidation of the African Agenda. This

⁴⁷ Nkoane-Mashabane, (2015).

⁴⁸ National Planning Commission, (2013)

⁴⁹SADC, (2007).

advances continental and regional integration through the harmonisation and rationalisation of the Regional Economic Communities which South Africa feels are an important component of economic development.⁵⁰

4.4 The National Development Plan

The National Development Plan (NDP) aims to eliminate poverty and reduce inequality by 2030. South Africa can realise these goals by drawing on the energies of its people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society.⁵¹

Given the complexity of national development, the plan sets out six interlinked priorities which are as follows:

- Uniting all South Africans around a common programme to achieve prosperity and equity.
- Promoting active citizenry to strengthen development, democracy and accountability.
- Bringing about faster economic growth, higher investment and greater labour absorption
- Focusing on key capabilities of people and the state
- Building a capable and developmental state
- Encouraging strong leadership throughout society to work together to solve problems.⁵²

While the achievement of the objectives of the NDP requires progress on a broad front, three priorities stand out⁵³:

- Raising employment through faster economic growth
- Improving the quality of education, skills development and innovation
- Building the capability of the state to play a developmental, transformative role

In order to realise the objectives of the NDP, key milestones have to be met, namely:

- Increase employment from 13 million in 2010 to 24 million in 2030.
- Raise per capita income from R50 000 in 2010 to R120 000 by 2030.
- Increase the share of national income of the bottom 40 percent from 6 percent to 10 percent.
- Establish a competitive base of infrastructure, human resources and regulatory frameworks.
- Ensure that skilled, technical, professional and managerial posts better reflect the country's racial, gender and disability makeup.
- Broaden ownership of assets to historically disadvantaged groups.

⁵⁰ Genge (2007)

⁵¹ National Planning Commission, (2013).

⁵² Ibid

⁵³ Ibid

- Increase the quality of education so that all children have at least two years of preschool education and all children in grade 3 can read and write.
- Provide affordable access to quality health care while promoting health and wellbeing.
- Establish effective, safe and affordable public transport.
- Produce sufficient energy to support industry at competitive prices, ensuring access for poor households, while reducing carbon emissions per unit of power by about one-third.
- Ensure that all South Africans have access to clean running water in their homes.
- Make high-speed broadband internet universally available at competitive prices.
- Realise a food trade surplus, with one-third produced by small-scale farmers or households.
- Ensure household food and nutrition security.
- Entrench a social security system covering all working people, with social protection for the poor and other groups in need, such as children and people with disabilities.
- Realise a developmental, capable and ethical state that treats citizens with dignity.
- Ensure that all people live safely, with an independent and fair criminal justice system.
- Broaden social cohesion and unity while redressing the inequities of the past.
- Play a leading role in continental development, economic integration and human right.⁵⁴

5. A new Oversight Model defined by contemporary policy frameworks

The abovementioned policy frameworks further enhance the manner in which South Africa orients its development paradigm and have found expression in the implementation of the Oversight and Accountability Model of Parliament which has been further developed to strengthen parliamentary oversight.⁵⁵

In October 2016, the Secretary to Parliament Mr G Mgidlana approved the Business Case for the Oversight and Accountability Programme which is comprised of three projects, namely:

1. Refine and Implement the Oversight and Accountability Model
2. Develop and implement a legislative model,
3. Develop and implement a Cooperative Government Oversight Mechanism

The refinement of the Oversight and Accountability Mode directly supports Parliament's outcome objectives which seek to "ensure that the Executive implements objectives of the MTSF 2014-2019 by 2019". The refined model will address limitations in the oversight-accountability cycle.⁵⁶

⁵⁴ National Planning Commission, (2013)

⁵⁵ Business case Approval for Oversight and Accountability Programme

⁵⁶ Business case Approval for Oversight and Accountability Programme

The refinement of the Oversight and Accountability Model will incorporate legislative and other policy developments in oversight since the adoption of the model. For example, the Budget Office which facilitates proactive oversight with a view to contribute to future budgets, enhancing focus on oversight on the objectives of the NDP, enhancing resolution-tracking and enhancing the accountability frameworks of Parliament.⁵⁷

The Oversight and Accountability Model will further deliver on the development of a Co-operative Government Oversight Mechanism which is aimed at ensuring that the three spheres of government co-operate with each other on matters of mutual interest. Furthermore, this mechanism will clearly define the oversight role of the National Council of Provinces over co-operative government and its role as a final intervention on intergovernmental relations.⁵⁸

6. Concluding Remarks

The Parliament of the Republic of South Africa relies on a logical framework which identifies links between inputs, activities, outputs and outcomes. These links are defined by the fact that Parliament represents the people in order to ensure government by the people under the Constitution. This entails activities taking place such as passing legislation, overseeing and scrutinising executive action, and the facilitation of public involvement, co-operative government and international engagement are undertaken in an efficient manner driven by an outcomes based approach. The outcomes and goals of Parliament are orientated to ensure open, responsive and accountable government.⁵⁹ The policies that define the work of Parliament take their inspiration from national, regional, continental and global frameworks that exist to create conditions conducive to prosperity for the most vulnerable in society.

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⁵⁷ Ibid

⁵⁸ Ibid

⁵⁹ Parliament of the Republic of South Africa, (2015)

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