



**GAUTENG**  
LEGISLATURE

Your View ~ Our Vision



# STRATEGIC PLAN FOR THE 6<sup>TH</sup> LEGISLATURE 2020-2025





# Acronyms

|                 |  |              |  |
|-----------------|--|--------------|--|
| <b>4IR</b>      | Fourth Industrial Revolution                         | <b>MoU</b>   | Memorandum of Understanding  |
| <b>AG</b>       | Auditor-General                                      | <b>MP</b>    | Member of Parliament   |
| <b>APP</b>      | Annual Performance Plan                              | <b>MPL</b>   | Member of the Provincial Legislature                                 |
| <b>BU</b>       | Budgeting Unit                                       | <b>MTEF</b>  | Medium-Term Expenditure Framework                                    |
| <b>CFO</b>      | Chief Financial Officer                              | <b>MTSF</b>  | Medium-Term Strategic Framework                                      |
| <b>CIP</b>      | Committee Inquiries Process                          | <b>NCOP</b>  | National Council of Provinces  |
| <b>CPA</b>      | Commonwealth Parliamentary Association               | <b>NCSL</b>  | National Council of State Legislatures                               |
| <b>CSSL</b>     | Committee on the Scrutiny Subordinate Legislation    | <b>NDP</b>   | National Development Plan  |
| <b>EA</b>       | Executive Authority                                  | <b>NSF</b>   | National Speakers' Forum   |
| <b>EC</b>       | Eastern Cape   | <b>OAU</b>   | Organisation of African Unity  |
| <b>ED</b>       | Executive Director                                   | <b>OCPOL</b> | Oversight Committee on the Office of the Premier and the Legislature |
| <b>e-LIMS</b>   | Electronic Legislature Information System            | <b>OD</b>    | Organisational Development   |
| <b>EMDECPAs</b> | Emerging Market and Developing Economies             | <b>PBU</b>   | Planning and Budgeting Unit  |
| <b>FIS</b>      | Focused Intervention Study                           | <b>PCO</b>   | Parliamentary Constituency Office                                    |
| <b>FMPA</b>     | Financial Management of Parliament Amendment Bill    | <b>PFMA</b>  | Public Finance Management Act  |
| <b>GGT</b>      | Growing Gauteng Together                             | <b>PPP</b>   | Public Participation and Petitions                                   |
| <b>GP</b>       | Gauteng Province                                     | <b>QLF</b>   | Quarterly Labour Force Survey  |
| <b>GPG</b>      | Gauteng Provincial Government                        | <b>QoL</b>   | Quality of Life  |
| <b>GPL</b>      | Gauteng Provincial Legislature                       | <b>RBP</b>   | Results Based Planning   |
| <b>GSF</b>      | Gauteng Speakers' Forum                              | <b>SADC</b>  | Southern African Development Community                               |
| <b>ICASA</b>    | Independent Communications Authority of South Africa | <b>SAHRC</b> | South African Human Rights Commission                                |
| <b>ICT</b>      | Information and Communication Technology             | <b>SALS</b>  | South African Legislative Sector                                     |
| <b>IDP</b>      | Integrated Development Plan                          | <b>SCOPA</b> | Standing Committee on Public Accounts                                |
| <b>IGR</b>      | Intergovernmental Relations                          | <b>SO</b>    | Strategic Outcome  |
| <b>IPU</b>      | Inter-Parliamentary Union                            | <b>SOM</b>   | Sector Oversight Model   |
| <b>ISD</b>      | Institutions Supporting Democracy                    | <b>SONA</b>  | State of the Nation Address  |
| <b>KZN</b>      | KwaZulu-Natal  | <b>SP</b>    | Strategic Plan   |
| <b>LIMS</b>     | Legislature Information Management System            | <b>SSA</b>   | Sub-Saharan Africa   |
| <b>LP</b>       | Limpopo  | <b>ToC</b>   | Theory of Change   |
| <b>LSB</b>      | Legislature Services Board                           | <b>UPS</b>   | Uninterrupted Power Supply   |
| <b>M&amp;E</b>  | Monitoring and Evaluation                            | <b>USA</b>   | United States of America   |
| <b>MEC</b>      | Member of the Executive Council                      |              |  |

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**Oversight** to be intensified to focus more on specific government programmes and commitments;



**Law-making** to become more proactive and responsive to the needs of the people;



**Public Participation** to become more community-based and representative;



**Cooperative Governance** processes to become more sector-orientated and supportive of local legislatures; and



**Administrative** processes to become more efficient, enabling and reflective of good governance standards.

# Executive Authority's Statement



Hon L N Mekgwe  
Speaker of the Gauteng Provincial Legislature

**O**n behalf of the Presiding Officers and the Gauteng Provincial Legislature (GPL) as a whole, it gives me great honour to present the GPL Strategic Plan for the 2020-

2024 period to the people of Gauteng. The Strategic Plan defined our goal to be, *"To be a legislature that fosters public confidence"* and outlines the institutional strategy in realising this goal.

**As we stand at the beginning of the Sixth Legislature, we take guidance from our relevant global, regional, national and local priorities when developing our Strategic Plan for the 2020-2024 Term to grow the Gauteng Province together.**

The United Nations Sustainable Development Goals (SDGs), Africa Agenda 2063, SADC Regional Infrastructure Development Master Plan (RIDMP), National Development Plan and Outcomes, and SONA/SOPA priorities as well as governing party's priorities will be considered when developing the

strategic policy direction for this financial year and the rest of the Sixth Legislature.

With regard to oversight and scrutiny, we will work harder to create a legislature programme that is more conducive to committee and constituency work. Our oversight will be more proactive through intensified use of field-based approaches and oversight tools such as the Committee Inquiries Process (CIP) to probe critical areas of governance in the province, which would otherwise not have been uncovered through the regular oversight processes.

On law-making, we will do more to give effect to Section 120(3) of the Constitution by establishing budgetary powers for the legislature. We will also fast-track the development of the draft Bill to amend the Electoral Act in order to increase the size of the provincial legislature. We will play a greater role in pursuing policies and legislation that facilitate the provincial priorities, the governing party's priorities and the democratic project. We will also focus on the capacity of Members of the Provincial Legislature (MPLs) to initiate legislation.

With respect to public participation, we will lead the process of developing a provincial framework for integrating current public participation processes across the city region so as to achieve alignment and greater value for citizens. Our public participation processes will become more meaningful and impactful and we will focus on improving feedback provided to communities that have raised issues with the GPL.

We will also foster greater alignment between the municipal councils and provincial legislature processes of petitions, as well as utilise technology to facilitate and improve petitions processes, including turnaround time to resolve petitions. We will focus heavily on enhancing the petitions process and reducing the petitions backlog.

On cooperative governance, we will continue to strengthen the work of the legislative sector inclusive of all municipal councils in the province. We will work on aligning oversight, public participation and law-making functions of municipalities and the provincial legislature.

We will also look at the international partnerships and agreements that the GPG has entered into to ensure


that the province remains fully aligned and compliant with all our obligations.

With respect to good governance and fiduciary compliance, it is with concern that I confirm that the GPL has received an unqualified opinion with matters of emphasis for 2018/2019, which is a regression from the clean audit opinion achieved in the previous reporting period. This is something that we have not taken lightly, and we remain committed and fully supportive of the oversight structures such as the Auditor-General of South Africa (AGSA) and the Oversight Committee on the Premier's Office and the Legislature (OCPOL). We have already scrutinised the recommendations made by AGSA and have started implementing some of them, starting from our 2019/2020 and 2020/2021 planning processes.

Thus, having looked at some of our achievements as well as a self-critical and candid view of our shortfalls, I commit that the GPL will not rest in complacency. We will increase our endeavours in the relentless pursuit of a robust and focused oversight, meaningful public participation, responsive law-making and purpose-driven cooperative governance.

These achievements bear testament that as an institution, the GPL stands ready to serve the people of Gauteng for the current and forthcoming years.

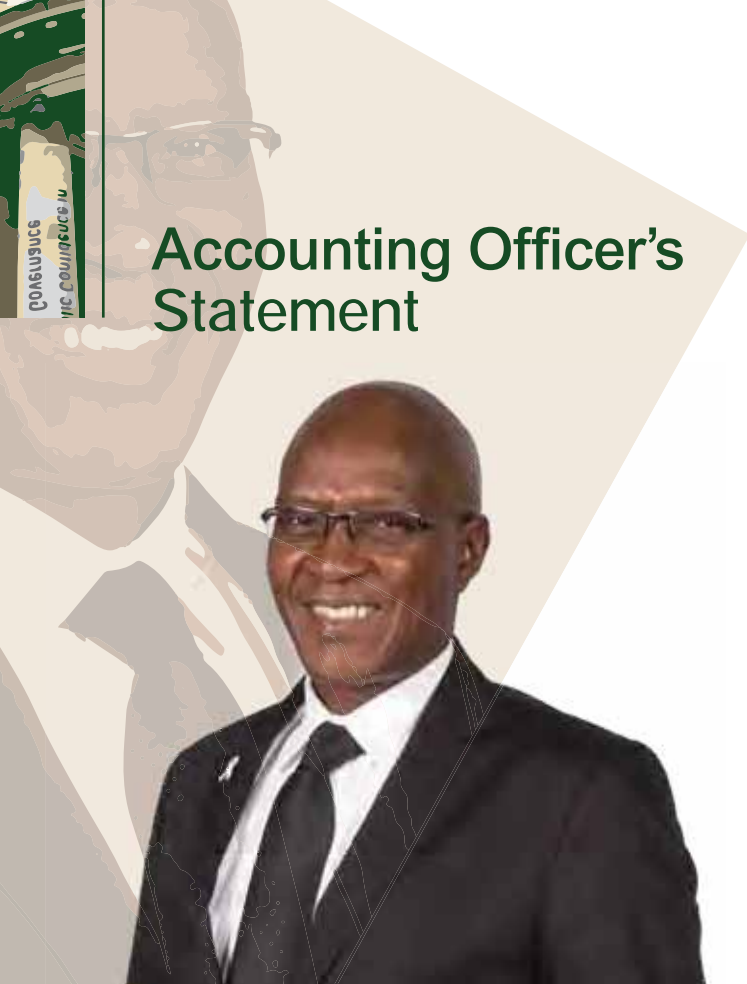
THANK YOU.



**Hon L N Mkgwe**  
Speaker of the Gauteng Provincial Legislature







# Accounting Officer's Statement

**Mr P Skosana**  
Secretary to the Legislature

**F**ollowing the dissolution of the Fifth Legislature after the May 2019 elections, the period covered by this plan began with the opening of the Sixth Legislature and the swearing-in of new Members. This Strategic Plan for the Gauteng Provincial Legislature for the Sixth Term covers the five-year period, 2020-2024. The five-year strategy builds on achievements and lessons learnt from the implementation of the Fifth Term.

After the establishment of the Sixth Legislature, a process to develop a strategic plan of the institution began. The development of this strategy is an outcome of consultative processes directed by the Executive Authority and Presiding Officers in the development of priorities for the Sixth Term. *Based on the Presiding Officers' priorities, the Accounting Officer prepared this five-year plan in compliance with Section 14 (2)(a-e) of the Financial Management of Parliament and Provincial Legislatures Act (FMPPLA), 2009 (Act 10 of 2009) which stipulates that the legislature must prepare and table a Strategic Plan that:*

- » embraces the following five years;
- » specifies the priorities of the legislature for the duration of the plan;

- » includes impact, outcomes, performance measures and indicators for each Programme of the legislature; and
- » includes multi-year projections of all revenue and expenditure

The plan details the GPL's mission and vision, which are the cornerstone of the GPL's guide and inspiration. The values are the guiding principles that shape institutional behaviour and spell out the strategic direction, outcomes and key focus areas as the roadmap for attaining the desired impact of improving the quality of life of the people of Gauteng. This is in line with what is envisioned by the Constitution and the National Development Plan, with the latter aiming to reduce inequality, unemployment, and poverty by 2030.

Furthermore, this plan is aligned to other regional and global frameworks such as the African Union's Agenda 2063 and the Sustainable Development Goals. Thus, for the Sixth Legislature, the GPL identified five outcomes that will contribute towards the desired impact of realising improvements in the quality of life of the people of Gauteng. These are enhanced oversight and accountability, increased responsiveness of laws to meet the needs of people, enhanced meaningful public participation, improved alignment and collaboration between organs of state, as well as enhanced compliance with relevant fiduciary requirements and principles of good governance.

Each year, the overarching measure of the GPL success is that the House and its committees can meet to discharge their constitutional mandate. This will be done by dedicating all the available resources to achieve the Strategic Plan's aspirations to discharge this obligation throughout the period covered by this plan (the provision of required advice, support and adequate resources).

I hereby submit the Strategic Plan for the Sixth Term of the Gauteng Provincial Legislature in accordance with Section 14(1) of FMPPLA.

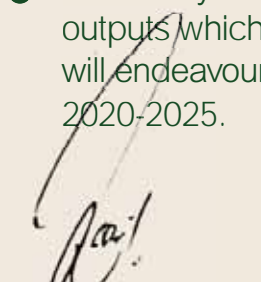
**Mr P Skosana**  
Secretary to the Legislature



## Official Sign-Off

### It is hereby certified that this Strategic Plan:

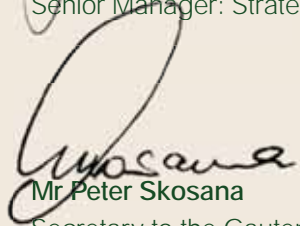
- » was developed by the management of the Gauteng Provincial Legislature under the guidance of the Speaker, Honourable Lentheng Ntombi Mekgwe.
- » takes into account all the relevant policies, legislation and other mandates for which the Gauteng Provincial Legislature is responsible.
- » accurately reflects the impact, outcomes and outputs which the Gauteng Provincial Legislature will endeavour to achieve over the five-year period, 2020-2025.



Mr Ismail Rawat  
Chief Financial Officer



Ms Mathabo Molobi  
Senior Manager: Strategy, Planning, Monitoring and Evaluation



Mr Peter Skosana  
Secretary to the Gauteng Provincial Legislature



Approved by:  
Hon Lentheng Ntombi Mekgwe  
Speaker to the Gauteng Provincial Legislature

# 01 | OUR MANDATE







# 01 Our Mandate

## 1.1 The Constitutional mandate

**T**he Gauteng Provincial Legislature (GPL) derives its mandate from the provisions of the *Constitution of the Republic of South Africa, 1996*, which include representing the people of Gauteng, making laws as well as overseeing the government's delivery of services.

The GPL is established in terms of Chapter 6 of the *Constitution of the Republic of South Africa, 1996*, herein after referred to as "the Constitution". The following are the responsibilities of the GPL as enshrined in the Constitution, key extracts most relevant in this regard being:

Section 114(1) confers the power to make laws on provincial legislatures. The *Standing Rules of the GPL* articulate the role of the House and committees in the legislative process.

**Section 114(2) provides that legislatures must provide for mechanisms –**

- 1 to ensure that all provincial executive organs of state in the province are accountable to it; and**
- 2 to maintain oversight of the exercise of provincial executive authority in the province, including the implementation of legislation; and any provincial organ of state.**

Section 115 provides, among other things, for a provincial legislature or any of its committees to summon any person to appear before it and to give evidence; to require any person or provincial institution to report to it, and to receive petitions, representations or submissions from any interested persons or institutions.

**Section 116(1) provides that a provincial legislature may –**

- 1 determine and control its internal arrangements, proceedings and procedures; and**
- 2 make rules and orders concerning its business with due regard to representative and participatory democracy, accountability, transparency and public involvement.**

Section 117 elaborates on the privileges and immunities that Members of a provincial legislature enjoy. This section provides further that salaries, allowances and benefits payable to Members of a provincial legislature are a direct charge against the Provincial Revenue Fund. The powers and privileges of Members have been codified in the Powers, Privileges and Immunities of Parliament and Provincial Legislatures Act, 2004 (Act 4 of 2004).

Section 118 places an obligation on the provincial parliament to facilitate public involvement in the legislative and other processes of the provincial parliament and its committees, and to conduct its business in an open manner. The GPL involves the public in its law-making, oversight and petitions processes by means of educational and outreach programmes. It also adheres to the principles of cooperative governance as set out in Chapter 3 of the Constitution.

The provincial parliament has structures in place that deal with its internal arrangements and proceedings as provided for in the Standing Rules. The Standing Rules of the GPL provide for several mechanisms of oversight. These include Questions to the Premier without notice, Questions for oral and written reply, interpellations, and so forth. Similarly, the Standing Rules make provision for the powers of committees to perform oversight.

## 1.2 Legislative and policy mandates

The following are key legislative mandates that further outline the responsibilities of the Gauteng Provincial Legislature:

**The Powers, Privileges and Immunities of Parliament and Provincial Legislatures Act, 2004 (Act 4 of 2004).** This Act articulates the powers, privileges and immunities of parliament and the provincial legislatures.

**Financial Management of Parliament and Provincial Legislatures Act, 2009 (Act 10 of 2009), as amended.** This Act came into effect on 1 April 2015. It regulates the financial management of parliament and the provincial legislatures, and provides for oversight over the financial management of parliament and the provincial legislatures.

**Money Bills Amendment Procedure and Related Matters Act, 2009 (Act 9 of 2009).** This Act provides for a procedure to amend Money Bills in parliament and for norms and standards for the amendment of Money Bills in provincial legislatures.

**Gauteng Petitions Act, 2002 (Act 5 of 2002).** This Act provides for the right to submit a petition to the Gauteng Provincial Legislature; to provide for the general principles and procedures for the submission of a petition to the legislature; to provide for the consideration of a petition by the standing committee of the legislature assigned to deal with petitions; to provide for the repeal of the Gauteng Petitions Act, 1998, as amended; and to provide for incidental matters thereto.

**National Key Points Act, 1980 (Act 102 of 1980).** This Act provides for the identification of national key points and for the safeguarding of such places. It also makes provision for security arrangements in respect of national key points. The precinct of the Gauteng Provincial Legislature was declared a national key point.

**Mandating Procedures of Provinces Act, 2008 (Act 52 of 2008).** This Act provides for uniform procedures in terms of which provincial legislatures confer authority on their delegations to cast votes on their behalf in the National Council of Provinces, as required by Section 65(2) of the Constitution.

**Public Audit Act, 2004 (Act 25 of 2004).** This Act assigns the supreme auditing function to the Auditor-General (AG). The AG audits and reports on all provincial government departments and provincial organs of state, including the administrations of provincial legislatures. The audit reports are tabled in the provincial parliament.

The Auditor-General may determine the relevant criteria, standards, guidelines, and frameworks in respect of which provincial legislatures are audited.

**Electoral Act, 1998 (Act 73 of 1998).** This Act provides for the election of the National Assembly, provincial legislatures and municipal councils.

## 1.3 Institutional policies and strategies over the five-year planning period

The following pieces of legislation will be reviewed:

- 1 **Gauteng Petitions Act, 2002 (Act 5 of 2002);**
- 2 **Gauteng Provincial Legislature Service Amendment Act, 1999 (Act 6 of 1999);**
- 3 **Money Bills Amendment Procedure and Related Matters Act, 2009 (Act 9 of 2009);**
- 4 **Legislature Services Act;**
- 5 **Sector Oversight Model (SOM); and**
- 6 **Gauteng Provincial Legislature Standing Rules.**

## 1.4 Relevant Court Rulings

The following court judgments had a significant impact on the operations of the South African Legislative Sector (SALS) and the operations of the Gauteng Provincial Legislature as they relate to financial management and public participation.

**Financial Management.** In the matter involving the Premier: Limpopo Province v Speaker: Limpopo Provincial Legislature and Others ZACC 25 [2011], the Premier of Limpopo asked the Constitutional Court to determine whether:



1

**Sections 2(e) and 3 of the FMPA, read with Schedule 1, expressly assign to provincial legislatures the power to regulate their own financial management; and**

2

**financial management of provincial legislatures is a matter for which the Constitution envisages the enactment of provincial legislation.**

The majority of Justices in the Constitutional Court ordered that the Financial Management of the Limpopo Provincial Legislature Bill, 2009 [A06-2009] was unconstitutional, and that the Speaker of the National Assembly, the Chairperson of the National Council of Provinces and the Minister for Finance must file affidavits dealing with the constitutional validity of the Limpopo provincial legislation.

To remedy the unconstitutionality of similar financial management legislation, which had been enacted by other provincial legislatures such as Eastern Cape, Free State, Gauteng, Mpumalanga and North West, parliament amended the Financial Management of Parliament Act (FMPA) to incorporate provincial legislatures. As a result of this amendment, the Gauteng Provincial Legislature repealed its Financial Management of Gauteng Provincial Legislature Act and replaced it with Financial Management of Parliament and Provincial Legislatures Act (FMPPLA).

» **Public Participation.** The Supreme Court of Appeal in *King and Others v Attorneys' Fidelity Fund Board of Control and Another* found that founding values of the Republic of South Africa, as set out in the Constitution, is a system of democratic government to ensure accountability, responsiveness and openness, and that the rules and orders of the National Assembly for the conduct of its business must be made with due regard not only to representative democracy but also to participatory democracy.

The court further found that the founding values "find expression in the National Assembly's power to receive petitions, representations or submissions from any interested persons or institutions; its duty to facilitate public involvement in its legislative and other processes and of those of its committees; its duty, generally, to conduct its business in an open manner

and hold its Sittings and those of its committees in public; and its duty, generally, not to exclude the public or the media from sittings of its committees".

**The Supreme Court of Appeal gave content to the concept of public involvement in the case of King, and defined it as follows:**

*"Public involvement" is necessarily an inexact concept, with many possible facets, and the duty to facilitate it can be fulfilled not in one, but in many different ways. Public involvement might include public participation through the submission of commentary and representations: but that is neither definitive nor exhaustive of its content.*

*The public may become involved in the business of the National Assembly as much as by understanding and being informed of what it is doing as by participating directly in those processes. It is plain that by imposing on parliament the obligation to facilitate public involvement in its processes, the Constitution sets a base standard, but then leaves parliament significant leeway in fulfilling it. Whether or not the National Assembly has fulfilled its obligation cannot be assessed by examining only one aspect of public involvement in isolation of others, as the applicants have sought to do here. Nor are the various obligations Section 59(1) imposes to be viewed as if they are independent of one another, with the result that the failure of one necessarily divests the National Assembly of its legislative authority.*

*Public participation, therefore, includes the duty to facilitate public involvement in legislative and other processes; the duty to conduct the business of a legislature in an open manner and hold plenary Sittings and those of committees in public; and the duty not to exclude the public or the media from Sittings of the House or committees unless it is reasonable and justifiable to do so in an open and democratic society.*

The above definition of the Supreme Court of Appeal was endorsed by the Constitutional Court in *Doctors for Life International versus Speaker of the National Assembly and Others* and in *Matatiele Municipality and Others v President of the RSA and Others*. The value of accountability, responsiveness and

openness finds expression in the Constitution also in relation to the National Council of Provinces and provincial legislatures in much the same manner as set out above.

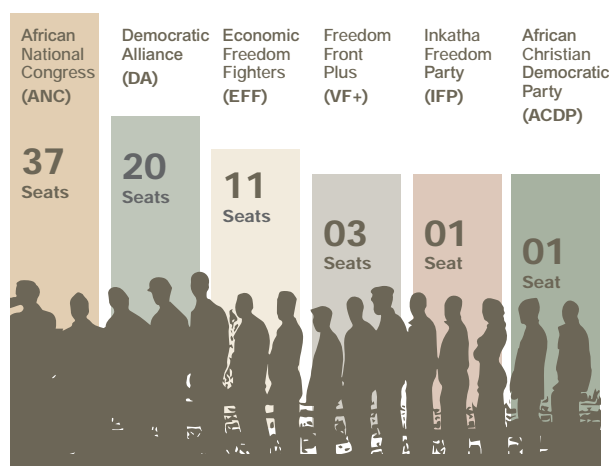
## 1.5 The business of the Gauteng Provincial Legislature (GPL)

The Gauteng Provincial Legislature is the legislative arm of the provincial government in the Gauteng Province, as stipulated in the South African Constitution. The Constitution provides for a governance matrix of three arms of government, which are independent, distinctive and interrelated, i.e. the executive branch, the legislative branch and the judicial branch. These are at three spheres of government - the national, provincial and local levels.

The executive arm of government comprises the Premier and Members of the Executive Council (MECs). The MECs are responsible for the government departments as well as their entities. The GPL, through the House and its committees, oversees the work of the Executive.

The GPL is the largest of all the nine provincial legislatures in South Africa, with 73 public representatives elected based on a proportional representation system.

### Political Party Representation



Gauteng is the smallest province in geographic size, but it accounts for the highest proportion of the national economy, contributing approximately 33% to the South African GDP and 7% of the African GDP. Gauteng accommodates just over 15 million people, approximately 26% of South Africa's population.

The GPL represents the aspirations of the people of Gauteng; oversees the work of the Executive and holds it accountable without fear, favour or prejudice; passes laws that are responsive to the needs of the people; involves the people in its business, and cooperates with other organs of state to the ultimate benefit and improvement of the quality of life of the people.

## 1.6 The Operational Model

The diagram below shows the model that the legislature follows when doing its work, what we call our operational model. The model puts the House as a central point for implementing the constitutional mandates of the GPL, supported by committees of the House, the Legislature Services Board (LSB) and its committees, the Secretariat and the Administration structure, which provides support services to the House and its committees. Committees are a vehicle through which the legislature fulfils its constitutional mandate.







## 1.7 The GPL Planning Process

The planning process of the GPL is in compliance with the Financial Management of Parliament and Provincial Legislatures Act (FMPPLA), 2009 (Act 10 of 2009) as amended, which gives direction on the requirements for the institutional planning process and outputs of such a process. Sections 13 and 14 of FMPPLA stipulate provisions applicable to the planning process of the parliament, that the Executive Authority (EA) must, on the one hand, oversee the planning process, while the Accounting Officer, on the other hand, must prepare and submit the legislature's strategic plan, annual performance plan, and budget and adjustment budgets to the Executive Authority.

**In line with FMPPLA, the GPL, in 2018, developed an integrated strategic management framework that serves as a guideline for planning, budgeting and performance monitoring process, as aligned to the legislative sector frameworks.**

In adherence to the mentioned provisions of FMPPLA, the EA of the legislature undertook to oversee the planning process soon after the May 2019 elections, where the Presiding Officers developed the key priorities for the Sixth Legislature.

Upon confirmation of the priorities, the Standing Committee of Chairpersons was mandated to determine the cluster priorities aligned to the term priorities. Thereafter, the committee engaged in a planning process to align these priorities to their work. The process ensured the active involvement by the Executive Authority, Office Bearers and Members of Parliament in the development of the policy priorities for parliament.

The Accounting Officer directed the development of a draft strategic plan based on this policy direction. This process cascaded down to the development of the annual performance plan, operational plans for committees and administration; and ultimately, individual performance contracts were aligned to the said priorities.

## 1.8 Alignment with the Provincial Priorities, National Development Plan, Regional and Global Plans

In planning for the Sixth Legislature, the GPL ensured that there is strong alignment with relevant provincial, national, regional and global priorities. The strategic planning process has considered the common emerging themes which will be developed into cluster priorities for the committees, and ultimately set the scene for committee focus areas. By doing so, the GPL will ensure that all priorities in the GPL planning value chain are legitimate, lead to relevant oversight and towards service delivery in line with government commitments. Some of the priorities considered are outlined as follows:

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» **Sustainable Development Goals (SDGs)** - the 2030 Agenda for Sustainable Development, adopted by all United Nations Member States in 2015, provides a shared blueprint for peace and prosperity for people and the planet, now and into the future. At its heart are the 17 SDGs, which are an urgent call for action by all countries which recognise that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth, all while tackling climate change and working to preserve our oceans and forests.

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» **Beijing Platform for Action** - focuses on gender equality and empowerment. It imagines a world where each woman and girl can exercise her freedoms and choices, and realise all her rights, such as to live free from violence, to go to school, to participate in decisions and to earn equal pay for equal work. It unleashes remarkable political will and worldwide visibility, and connects and reinforces the activism of women's movements on a global scale. The Beijing Platform for Action, therefore, offers important focus in rallying people around gender equality and women's empowerment.

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» **Africa Agenda 2063** - Africa's blueprint and master plan for transforming Africa into the global powerhouse of the future. It is the continent's strategic framework that aims to deliver on its goal for inclusive and sustainable development and is a concrete manifestation of the pan-African drive for unity, self-



determination, freedom, progress and collective prosperity pursued under Pan-Africanism and African Renaissance.

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» **SADC Regional Infrastructure Development Master Plan (RIDMP)** - a plan which is expected to guide the development of key infrastructure projects such as roads, rail and ports. Ultimately, the master plan should allow the region to come up with an efficient, seamless and cost-effective trans-boundary infrastructure network that would promote socioeconomic growth in member states as a thriving economy depends on a reliable infrastructure base at both the national and regional levels.

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» **National Development Plan** - 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. To eliminate poverty and reduce inequality, the economy must grow faster and in ways that benefit all South Africans.

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» **SONA plus budget** - the State of the Nation Address (SONA), at the annual opening of parliament, is an address to the nation by the President of the Republic of South Africa, which does not only focus on the current political and socioeconomic state of the nation, but it also sets out government policy priorities for the upcoming year.

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» **SOPA plus budget** - the State of the Nation Address, on the one hand, sets out priorities for the entire country, and the State of the Province Address (SOPA), on the other hand, unpacks the SONA and accordingly, sets out relevant and respective priorities for the province.

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» **Growing Gauteng Together (GGT)** - Gauteng Province's 11-year roadmap to achieve the NDP through revitalised focus on:

- Economy, jobs, infrastructure;
- Education, skills revolution, and health;
- Integrated human settlements and land release;
- Safety, social cohesion, and food security; and
- Building a capable, ethical and developmental state.

A special focus will be on the following areas:

- Growing an inclusive economy that creates decent jobs;
- Delivering quality education that equips children with skills for the future;
- Improving the public healthcare system;
- Accelerating the building of sustainable human settlement and spatial transformation;
- Intensifying fight against corruption and promoting integrity;
- Building a reliable, safe and affordable integrated public transport system; and
- Building social cohesion.

In considering these strategic policy priorities - both at the global, national and local levels - the GPL is in an advantageous position to align its plans accordingly and also conduct oversight and hold government accountable on the commitments and key determinants of these plans. This will, ultimately, ensure that the GPL's oversight is legitimate, relevant and valid.

# 02 | OUR STRATEGIC FOCUS





## 02 Our Strategic Focus

### 2.1 Vision

A progressive legislature that fosters confidence in democracy and improves the quality of life of the people of Gauteng.

### 2.2 Mission

To build a capable and robust legislature with the capacity to fulfil its constitutional mandates.

### 2.3 Values

The work of the GPL is guided by the following values as determined by the Presiding Officers. These values are embedded into our processes, procedures and systems, practices and culture, and they support the GPL's relationship with the people of Gauteng in the context of our democracy. These place the highest value on transparent and impartial service to the legislature. The values form the foundation and are essential to the GPL's performance and support good governance and administration. They give rise to policies which underpin the way work is completed, and regulate our behaviour and relationships with each other and our stakeholders.

The GPL is guided by the following principles:

#### Social Equity

Promote non-racialism, non-sexism and respect for religious and cultural diversity and honour our integrity.

#### Outcome- orientated

Work diligently to achieve results, remain customer-focused and committed to service delivery.

#### Ubuntu

Display compassion, humanity and care to staff and stakeholders.

#### Transparency

Forthright and candid in discussions.

#### Accountability

Responsible for, and communicating our commitment to the people of Gauteng, take ownership of our actions and be accountable to each other.

#### Integrity

Honest, respectful, ethical, competent, independent and professional.

## 2.4 Strategic Overview

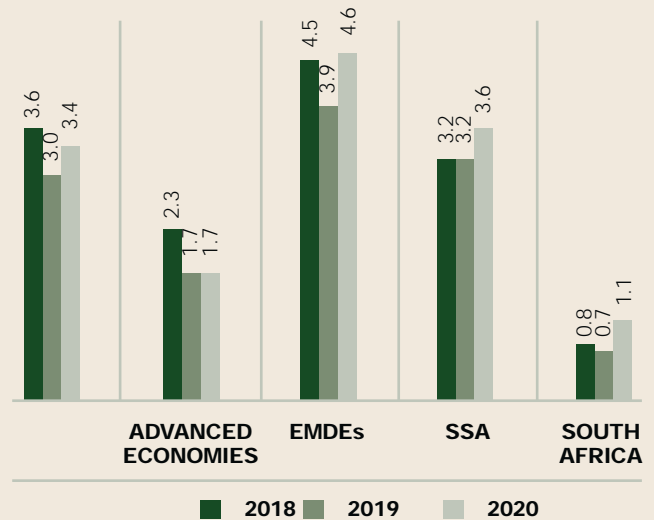
The strategic analysis of setting the Sixth Legislature takes into account the local, national and global contexts within which the GPL operates. It considers the internal and external environmental issues that may influence the performance of the GPL. These include weak global economic growth, effects of evolving democracies, emerging contestations, increased demands, changing forces and global governance.

» **Global, national and local contexts.** A healthy democracy is marked by a legislature that is transparent and accountable and can respond to constituents in such a way that they are motivated to participate actively in the policymaking and decision-making processes of their countries. The legislature needs to give special consideration to the most vulnerable and marginalised in communities.

Scholars contend that an evaluation of a nation's democracy rests on whether its elections exhibit contestations and participation. The recent 2019 elections definitely showed great levels of political contestation, but voter turnout demonstrated a decrease in the voter participation. As a body representing the interests of the people, the Sixth Legislature must be concerned about the decline in voter participation, as this may also be a reflection on the effectiveness of its oversight and scrutiny mechanisms. The GPL must strengthen the effectiveness of executing its constitutional mandates and develop strategies to foster pride and confidence in our democratic system.

» **External Environment Analysis.** Since 2018, the world economy has experienced a slowdown, and global growth momentum slowed down to 3.0% in 2019 and the 2020 growth has been revised downwards. Global risks are increasingly impacting on growth, mainly caused by trade wars between the USA and China, uncertainty about Brexit and its impact, prevailing financial market sentiment, and slower economic growth in China, Europe and Japan. The growth in Emerging Markets and Developing Economies (EMDEs) is expected to remain higher than most regions, driven by strong growth in India and China. The Sub-Saharan African countries' 2020 economic growth is projected at 3.6% at the back of an improved growth projections for Nigeria (from 1.9% in 2018 to 2.3% in 2019) (IMF, 2019).

GLOBAL ECONOMIC REVIEW



The South African economy slowed down in 2019 to 0.7% from 0.8% in 2018. A slight improvement to 1.1% is expected in 2020 (IMF, 2019). The deteriorating financial position of state-owned enterprises has put additional pressure on the public finances. Faster growth is needed to expand employment and raise the revenues needed to support social development. Although several initiatives have been implemented in the last 25 years to address the triple challenges of poverty, inequality, and unemployment, these persist unabated.

The country's projected weak economic growth in the medium term is having a causal effect on the current levels of unemployment. Based on Statistics South Africa's 2019 Quarterly Labour Force Survey (QLFS) for the fourth quarter, South Africa's unemployment rate increased by 0.1 of a percentage point to 29.1% in the third quarter of 2019, which is the highest unemployment rate since the QLFS started in 2008.

Youth unemployment in the 25-34 age group with matric was at 34.1% and those with some form of tertiary education was at 30.2% based on the latest Quarterly Labour Force Survey for the third quarter. Coupled with a widened inequality gap (Gini Coefficient of 0.69) and high levels of poverty, this has several implications for the GPL in terms of discharging its core mandate to enhance oversight and accountability, which will ultimately improve service delivery to the people of Gauteng. This may impact the GPL budget by putting pressure on the fiscus. Aiming for greater efficiency, the GPL's major opportunity is to improve the quality of life of

the people of Gauteng and contribute to creating a transparent, democratic and equal society. According to the results of the Gauteng City Region Observatory's (GCRO) 5th Quality of Life Survey (2017/2018), despite deepening inequality and very challenging economic conditions, the overall quality of life in the province continues to improve. Being South Africa's economic hub comes with some ramifications, as urban centres attract many people from across the provincial and national borders into Gauteng looking for better opportunities. Based on the Statistics SA's 2019 mid-year population estimates, South Africa's population is estimated at 58 million and more than half of the population lives in three provinces, i.e. Gauteng, KwaZulu-Natal and Western Cape, and the highest being Gauteng with 15.17 million people, that is 25.8% of the estimated population. This is largely due to both interprovincial and international migration.

### 38,6 million

People of working age in South Africa (15-64 years old)

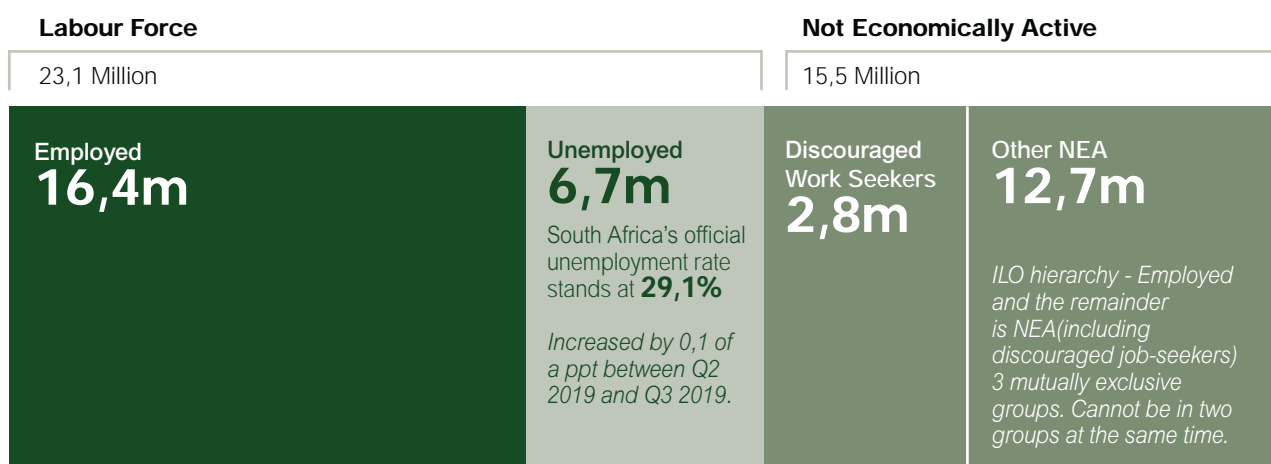


Figure 1: <http://www.statssa.gov.za/?p=12689>

Figure 1 above, illustrates that the Gauteng Province, followed by the Western Cape, remains the province attracting the highest number of migrants as compared to other provinces. The high economic activities in these two provinces justify the high inflow, as people tend to move in search of greener pastures. The trend is similar to international migrants who tend to settle in Gauteng (47,5%) while the least are found in the Northern Cape Province (0,7%). Other provinces such as Eastern Cape, Limpopo Province and KwaZulu-Natal show the biggest losses respectively. This is where most people migrate from into the Gauteng. Most migrants to Gauteng are attracted mainly by possible economic and/or study opportunities offered by the province.

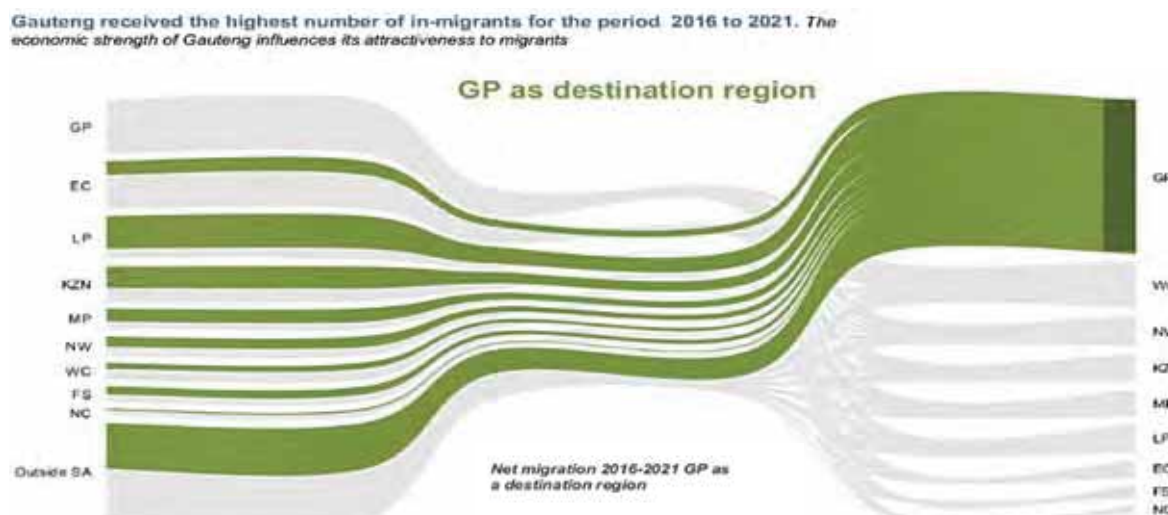


Figure 2: Stats SA Mid-Year Population Estimates 2019



Based on the last national census, which was conducted in 2011, the results indicated that the majority of migrants entering Gauteng from 1996 to 2011 originated from Limpopo, accounting for 23.2% of the migrant population, followed by KwaZulu-Natal at 15.0% and 12.6% from the Eastern Cape. This pattern, however, changed substantially over the next decade with the Census 2011 results indicating that 32% of migrants to Gauteng between 2001 and 2011 are foreign migrants from outside South Africa, followed by 20.3% from Limpopo and 13.1% from KwaZulu-Natal (Landau, Segatti & Misago, 2011, p. 100).

Moreover, Statistics SA's 2019 Mid-Year Population Estimates further show the population flows into Gauteng, illustrating the population density pressures Gauteng is experiencing. There is a relationship between the high population density due to migration flows into Gauteng, the unemployment rate in Gauteng and inefficient service delivery. The lack of economic opportunities create tensions amongst communities as they scabble for scarce and limited resources. In such a situation people begin to look for reasons to exclude and eliminate others as they compete for limited opportunities. This is one of the ways through which xenophobic attacks originated. Unemployment and the seemingly large numbers of foreign nationals in the province are some of the key drivers of dissatisfaction as cited by the 2013 Quality of Life Survey.

**Gauteng is the growth engine of the country, for every additional 1% growth in population in the province, 1.6% is added to its contribution to the national growth, resulting in higher productivity than in other parts of the country.**

This economic bustle also creates friction with those that claim to belong more than others. The province's rapid demographic and economic development have also reinforced the spatial segregation instituted under apartheid. Whilst a lot of work has been done to unite the country, racial geographies and social tensions stubbornly remain. An important caveat to the reality of migration into Gauteng is that it alters communities and impacts services. Gauteng, thus, needs to develop with the realities of migration in mind. The Fifth Legislature was marked by political turbulences. This was caused by an increase in

political contestation, both within parties and among parties. At a national level, the number of political parties contesting the elections has more than doubled since the dawn of democracy from 19 to 48. Despite the foregoing challenges, there is a general appreciation that in order to improve the quality of life of the people of Gauteng and the country, the focus must be on addressing the triple challenges of inequality, poverty and unemployment as outlined in the National Development Plan.

Thus, changes in global geo-political forces, the focus on cooperative government and increased contestation in the political arena with the advent of younger Members who are tech-savvy have a potential influence on the GPL and present opportunities. These include influencing international engagement policy; and cooperate and collaborate in pursuit of strengthening representative and participatory democracy. Modernisation of internal business processes would be required to ensure ongoing efficiency.

There is no doubt that the advent of information and communication technology (ICT) has changed the way we do things and related expectations in the delivery of services. The GPL is made up of the elected public representatives who are best placed to advocate for harnessing ICT to empower citizens within their constituencies. According to the 2018 World e-Parliament Report (IPU), parliaments are not early adopters of new technologies and, therefore, take much longer to use digital tools and open data.

On the contrary, the GPL is one of the few legislatures that was an early adopter of cloud-based technology and this achievement has been recognised by Microsoft. In the previous political term, the GPL made remarkable strides towards the establishment of a paperless legislature that is accountable, responsive, efficient and effective. However, the area of improved access to the GPL information still needs focused attention as the public expects instantaneous, effective and efficient access to information so as to make a meaningful contribution towards the processes of the legislature. Members can facilitate the shape of the current information society and improve their own roles within it.



South African Digital statistics – source: We are social 2018

There seems to be a general inadequate awareness on the benefits of ICT in the legislature. This is exacerbated by limited policy strategies as well as relevant skills and capacity to effect the transformation process that would realise the full potential of ICT. Thus, there is a need to deploy ICT in a manner that would enhance the effectiveness of Members to improve scrutiny of decision-making and interact with the electorate. Consideration should be on fostering a systematic use of ICT, enhancing ICT capabilities among staff and MPLs as well as strengthening the institutional framework for ICT and GPL Information System Operation Policy.

The Sixth Legislature finds itself with increased dynamism in the history of ICT given the unprecedented rapid growth and adoption of digital technologies with over 54% of South Africans having access to the internet. According to the Independent Communications Authority of South Africa, ICASA, (2019), South Africa has had a high adoption of mobile phones with at least 82% of smartphone owners using these devices to access the internet compared to 43.5% in 2016. The increasing adoption of the internet has implications for South Africa including the work of the legislature.

It is of paramount importance to understand how the GPL is perceived by the people of Gauteng. The social media plays a very critical role in this regard as they convey and disseminate information to the public. Media portrayal of the GPL needs to be explored.

## 2.5 Internal Environment Analysis

The GPL is composed of diverse professionals with competencies, skills, knowledge and attitudes that

have contributed to the legislature being one of the respected and admired legislatures locally and internationally. Even though diverse and specialised skills exist and good institutional memory is evident within the GPL, this capacity is not optimally utilised.

Another consideration is that present skills are becoming outdated. Therefore, current staff should be upskilled and when positions become available, people with different skill sets need to be recruited. The GPL has a current workforce of 489 positions, with 84 in the highly skilled and professional level.

A Perception Audit conducted in the 2017/2018 financial year illustrated that there is low morale and the overall environment is toxic. The audit is a useful instrument to test the climate in an institution and allows the leadership to consider how internal dynamics may be influencing the support provided to the Members. According to the audit, factors that resulted in this state of affairs are inadequate communication, autocratic management style, inadequate job information and performance management, and inadequate growth and development opportunities.

Further revelations of the audit suggest that the GPL leadership is well-positioned to take advantage of the institution's strengths, i.e. vision/strategy and resourcing. There is further scope for the leadership to mitigate institutional weaknesses found in systems datedness, procedural infidelity, inconsistent management practices as well as the restrictive learning environment. The study recommends that middle managers must be empowered with people and workplace management skills; apply a servant leadership approach; use coaching and communication skills; apply participatory management styles; promote job information, and use constructive performance management skills.

Further to this, the credibility of this and future perception audits is essential in building trust, cooperation and transparency in the institution. Credibility can be strengthened through demonstrating a firm commitment to addressing the findings of the audit, ensuring that Members and staff are involved in solutions building; as well as communicating the results of the audit widely across the institution.

With regard to processes, systems and technology, to a large extent, the GPL has leap-frogged by introducing the state-of-the-art systems in the Chamber, by implementing the Electronic Legislature Information System (e-LIMS), and by utilising the social media, email and SharePoint document management systems to conduct its work. The general application of these systems, with a particular focus on e-LIMS, has been lagging with a preference of manual systems that result in inefficiencies. The Standard Operating Procedures are not well-documented resulting in quality control challenges.

The advent of the fourth industrial revolution requires that the GPL reviews its operations especially since the benefits to investing in systems such as e-LIMS have not realised the intended benefits. This impacts the quality of service provided resulting in inefficiencies and ineffectiveness. There is a need to improve systems to support the business of the legislature in line with the fourth industrial revolution (4IR) to incorporate a centralised information management system - an electronic platform to deliver quick and easily accessible information to Members.

Furthermore, the results of the Perception Audit reflected weaknesses regarding individual performance monitoring systems as well as inconsistent institutional knowledge and business continuity process, with resultant opportunities including systematic responses to well-articulated trends and to remedy organisational influences by leveraging strengths.

A review of the adequacy of current facilities to accommodate the requirements of an open, democratic legislature that is easily accessible to the people of Gauteng points to the reality that the facilities are not totally fit for purpose. Key to this matter is the lack of available space for committee business as well as office space for both Members and officials, limiting the work of committees. The Main Building of the legislature is deteriorating with the actual design restricted by heritage requirements, the layout of facilities inhibits effective meetings, and operating in two buildings is a risk and results in poor access control.

Recent trends regarding facilities and the world of work include the fact that legislative employees of the future require different working conditions as well as support services not to be integrated into work environment.

The GPL received unqualified audit outcomes without any matters of emphasis (clean audits) for four consecutive years since the beginning of the Fifth Legislature. However, the 2018/2019 financial year saw a decline in performance that resulted in an unqualified audit with matters of emphasis.

The GPL performed on an average of 86% of planned non-financial performance, a general indicator that most of the targets set were achieved and at 99% on financial performance. The leadership transition at an executive management level creates a sense of instability and loss of institutional memory. Almost all contracts of senior managers will come to an end around June 2021. The GPL will have to avoid facing a similar situation it faced when all contracts expired at the same time. Part of the strategy to overcome a similar situation could include advertising positions prior to their expiry date to better manage the transition.

An impact related to the continuous changes of senior management teams is the inconsistencies of planning and implementation, leading to constant reviews of institutional strategies and priorities, and inconsistent interpretation of the internal policy. The priorities for the Sixth Legislature include policy reviews; empowerment and development of policies that are more appropriate as well as stabilising the senior/executive management.



03

## MEASURING OUR PERFORMANCE



## 03 Our Mandate

### 3.1 Aligning Performance with the Constitutional Mandate

The *Constitution of the Republic of South Africa* sets out that the parliament and provincial legislatures must maintain genuine oversight over the Executive. This is a minimum requirement that will ensure that there is an accountable and responsive government premised around the delivery of service to improve the lives of South Africans. Furthermore, the National Development Plan (NDP) highlights that there must be robustness in the way that legislatures enforce accountability to ensure timely, relevant and transformative delivery of basic services in an equitable manner. Central to accountability is the need to use scarce resources economically, effectively and efficiently.

The legislature's mandates, as outlined in the Constitution, covers the following:

|   |  |
|---|--|
| 1 | consider, amend, pass or reject provincial laws;   |
| 2 | conduct oversight functions over the provincial Executive;   |
| 3 | ensure public participation in driving democracy in the province; and  |
| 4 | provide and encourage effective, transparent, accountable and coherent government for the Republic as a whole. |

### 3.2 Performance information approach

The GPL takes on a results-based approach to planning, performance monitoring, and reporting. Thus, the focus in the Sixth Legislature is on the achievement of results towards promoting positive socioeconomic change in the lives of the people of Gauteng.

### 3.3 Measuring the impact

#### Impact statement

Improved standard of living for the people of Gauteng

### 3.4 Priorities and Strategic Outcomes

In responding to the constitutional mandates, the GPL has identified five (5) priorities for the Sixth Legislature as follows:

**Oversight** to be intensified to focus more on specific government programmes and commitments;

**Law-making** to become more proactive and responsive to the needs of the people;

**Public Participation** to become more community-based and representative;

**Cooperative Governance** processes to become more sector-orientated and supportive of local legislatures; and;

**Administrative processes** to become more efficient, enabling and reflective of good governance standards.

The GPL is mandated to oversee service delivery by the executive arm of the Gauteng Government to ensure responsive and accountable service delivery to the people. The impact, which the GPL desires, is an improved standard of living for the people of Gauteng. It is assumed that with this impact, the triple challenges of inequality, poverty and unemployment would have changed positively in line with the NDP.



Therefore, the work of the GPL will, over the next five years, focus on the following five (5) strategic outcomes which are linked to the priorities:



## » OVERSIGHT

**Priority:** Oversight to be intensified to focus more on specific government programmes and commitments.

**Outcome:** Enhanced oversight and accountability towards service delivery aligned to strategic provincial priorities.

***Rationale:** The GPL will enhance its oversight over the Executive and facilitate improved accountability by the Executive in accordance with the strategic priorities, specific government commitments and planned projects. This will ensure that oversight is focused and driven towards ensuring that services are rendered, thereby improving the quality of life of all the people of Gauteng.*



## » LAW-MAKING

**Priority:** Law-making to become more proactive and responsive to the needs of the people.

**Outcome:** Improved responsiveness of laws to meet the needs of the people of Gauteng.

***Rationale:** The GPL will improve its law-making capacity and processes to make, amend and pass laws that are responsive to the needs of the people of Gauteng. The legislature will also be vigilant and monitor the implementation of policies and legislation that it has passed. The GPL will also participate in, an effective manner in the national law-making processes.*



## » PUBLIC PARTICIPATION

**Priority:** Public participation to become more community-based and representative.

**Outcome:** Enhanced meaningful public participation.

***Rationale:** The GPL will rally the people of Gauteng to participate meaningfully in the delivery of its mandates. The GPL will improve its accessibility by people as well as its access to the people to ensure that it is indeed a beacon for the people. The focus will be on the youth and marginalised sectors of society. Furthermore, the work of the GPL will facilitate public participation, public pride and active citizenry through effective awareness and access to information.*



## » COOPERATIVE GOVERNANCE

**Priority:** Cooperative governance processes to become more sector-orientated and supportive of local legislatures.

**Outcome:** Improved cooperative governance (to standardise and share best practices at all spheres of government).

***Rationale:** The GPL will strengthen the Gauteng legislative sector's cooperative governance and cooperation to contribute to sector development locally, continentally and globally. It will engage in targeted interventions to enhance sector collaboration and coordination.*



## » ADMINISTRATIVE PROCESSES

**Priority:** Administrative processes to become more efficient, enabling and reflective of good governance standards.

**Outcome:** Enhanced compliance with all relevant fiduciary requirements and principles of good governance.

***Rationale:** The GPL will lead by example - while it oversees the work of the Executive, it will ensure that it conducts its own business in accordance with all relevant financial and legal prescripts, thereby upholding the GPL's image as a supreme oversight body in the province.*

### 3.5 Measuring Outcomes (Implementation Delivery Model)

| Outcome  | Externally Focused  |  |   | Internally Focused  |          |                  |
|--|---|--|---|---|----------|------------------|
|  | Outcome Indicator   | Baseline   | Five-year target                                      | Outcome Indicator   | Baseline | Five-year target |
| Enhanced oversight and accountability towards service delivery                             | Perceptions of the people of Gauteng regarding the GPL's execution of the oversight mandate                         | 31%  | 40% of the general public satisfied                   | Percentage timely submission by the Executive (reports, resolutions, questions) | 60%      | 90%              |
| Increased responsiveness of laws to meet the needs of people of Gauteng                    | Perceptions of the people of Gauteng regarding the GPL's execution of the law-making mandate                        | 42%  | 50% of the general public satisfied                   | Percentage laws that meet constitutional muster                                 | 100%     | 100%             |
| Enhanced meaningful public participation   | Perceptions of the people of Gauteng regarding the GPL involving them in its business and execution of its mandates | 34%  | 40% of the general public satisfied                   | Percentage increase in the number of people reached through GPL business        | 15%      | 40%              |
| Improved alignment and collaboration between organs of state                               | Perceptions of the key stakeholders regarding improved alignment and collaboration with other organs of the state   | 39%  | 45% of the GPL stakeholders                           | Percentage alignment with sectoral norms and standards                          | 100%     | 100%             |
| Enhanced compliance with relevant fiduciary requirements and principles of good governance | Audit opinion of the AGSA   | Unqualified audit opinion with compliance findings | Unqualified audit opinion with no compliance findings | Percentage compliance with FMPPLA and principles of good governance             | 100%     | 100%             |

### 3.6 Explanation of Planned Performance over the Five-Year Planning Period

A total of five (5) strategic outcomes linked to the identified priorities were developed for the Sixth Legislature. Each outcome has been generated in response to a corresponding priority and the mandate of the GPL. The outcome indicators represent a quantifiable measure of the extent to which the respective outcome and the desired societal change will be achieved, that of improved quality of life, given the challenges faced by Gauteng and the country.

The Gauteng province is one full of contradictions; it is the largest economy in the country and Africa's seventh largest. The province is experiencing rising levels of income, asset and spatial inequalities that have remained pervasive despite progress made to address since 1994 to address these challenges. According to Stats SA, at least 1.5 million people migrated into the province between 2011 and 2016, while half a million moved out, leaving a net migration inflow of approximately 1 million. The Gauteng economy has grown steadily over the last 25 years. In real terms the economy has almost doubled in size. The GDP has increased from R290 billion in 1996 to R1.5 trillion in 2017.

The Gauteng Quality of Life Survey points out that poverty has decreased in the Province from 38% to 28% and inequality remains stubbornly high, the overwhelming exclusion of from key sectors of the economy are majority of black people, women and youth. With unemployment rates remaining at an all-time high of 29% with Youth unemployment at 55%.

**The Gauteng government has identified five priorities to change the face of poverty, inequality and unemployment through key focus areas that will address:**

Economy, Jobs and Infrastructure

Education, Skills Revolution and Health

Integrated Human Settlements and Land Release

Safety, Social Cohesion and Food Security

#### Building a Capable, Ethical and Developmental State.

The GPL has employed the Theory of Change (ToC) in order to look at the link between activities and long-term goals. **The strategy map below can be construed as follows:**

- Improved quality of life of the people of Gauteng (ultimate outcome/impact), which includes tackling the triple challenges of unemployment, inequality and poverty will be achieved through improved delivery of services.
- This will happen if the Executive is more accountable on the quality and pace of service delivery provided to the people of Gauteng.
- The Executive will be more responsive and accountable for the quality of service delivery (intermediate outcome) if the GPL enhances oversight and scrutiny over its work.
- The GPL will be able to enhance oversight and scrutiny if there are responsive laws that meet the needs of the people of Gauteng; if the people are actively involved in the business of the GPL; if there is cooperative governance, and if systems, policies, procedures and good governance are in place.

Improving the quality of life is the desired impact: meaningful public participation and improved cooperative governance enable two of GPL's internally focused immediate outcomes - enhanced oversight and responsive laws. These also enable the GPL to achieve two externally focused immediate outcomes, which are improved accountability and implementation of laws by the Executive.

The externally focused immediate outcomes will result in improved service delivery, which is an intermediate outcome (approx. 5 years) and finally, the long-term outcome (approx. 10+ years) also known as an impact, i.e. improved quality of life. It should be noted that the required enablers to achieve the end-term outcomes include the 'fit for purpose' skills, political will as well as positive attitude towards the application of mechanisms in the discharge of constitutional mandates by the GPL.

### 3.7 Strategy Map

| Inputs  | Activities   | Outputs   | Outcomes – Immediate, Intermediate & Long-Term - 2025                                      |                                       | Impact - 2030  |
|---|--|---|--|---------------------------------------|--|
|   |  |   | Immediate - Intermediate   | Intermediate – Long Term              |  |
| Research, analytical and procedural advice, record services, members' affairs, legal advice, meeting facilities, security, communication                    | Committee meetings and House sittings  | Reports with House Resolutions, questions, Committee recommendations  | Enhanced oversight and accountability towards service delivery                             | Improved public confidence in the GPL | Improved quality of life of the people of Gauteng<br><br>Reduced poverty<br><br>Increased employment opportunities<br><br>Reduced inequality |
|   | Committee meetings, public hearings  | Bills, laws that meet the constitutional muster, regulations approved | Increased responsiveness of laws to meet the needs of people of Gauteng                    |                                       |  |
|   | Outreach public education programmes, sector parliaments   | People participating in GPL activities, submissions/ petitions        | Enhanced meaningful public participation   |                                       |  |
| Meetings, inter-legislature / inter-government agreements, approved interventions   | Participation in NSF and LSS Cluster meetings, and hosting GSF   | Alignment with sector norms and standards                             | Improved alignment and collaboration between organs of state                               |                                       |  |
| Institutional Planning sessions (strategic, operational), budgeting, recruitment strategies, allocation of human, financial resources, transfer of payments | Planning, budgeting and reporting line with FMPPLA and provision of Human financial resources in line with respective policies | Audit outcomes  | Enhanced compliance with relevant fiduciary requirements and principles of good governance |                                       |  |

It should also be noted that improving the quality of life of the people of Gauteng will further increase their confidence in the GPL. Below is the rationale for the choice of the outcome indicators relevant to the respective outcomes. **A detailed description is also provided on how the identified outcomes will contribute to the achievement of the impact.**

» **OUTCOME 1 - Enhanced oversight and accountability towards service delivery aligned to strategic provincial priorities.** The legislature's mandate on accountability and oversight is critical in contributing to the improved quality of life of the people of Gauteng. Embedded in this mandate is a two-way social contract that highlights the acknowledgement that working for or being a public representative of the people is a privilege and, in turn, the representatives are obliged to discharge their work in a transparent and effective manner. To ensure accountability, the legislature has a broad range of oversight instruments at its disposal that are clearly defined in the Sector Oversight Model (SOM). These include contracting, reports from the Executive, Focused Intervention Study (FIS), questions, resolutions, Motions, hearings, inquiries as well as committee meetings. However, the availability of these range of tools has not necessarily meant that they are utilised effectively in overseeing the work of the Executive. Thus, a critical factor is the decision of which tool to use to enhance accountability given various contexts.

The GPL, to a varying extent, has made tremendous gains in holding the Executive accountable in the last political term. Nonetheless, there are still many gaps in the accountability chain and if these can be closed, service delivery can be improved. As a result of these gaps, poverty, unemployment and inequality remain entrenched in society.

In order to help unlock growth and development, fast-track wealth distribution, improve the quality of life of the citizens of Gauteng as well as deepen democracy, improvement in the capacity of government to implement laws and policies and the enhancement of accountability and governance measures are imperative. Thus, the need to enhance accountability and service delivery aligned to the

priorities of the province through scrutiny and oversight is one of the leading priorities of the Sixth Legislature. **The specific areas of focus for this term are summarised below:**

#### Key Focus Areas:

Review of the Sector Oversight Model;

Review of the Standing Rules;

Enhanced application of oversight tools such as questions, Motions, resolutions, committee inquiries, FISes, etc to facilitate service delivery; and

Improve structure and capacity of committees.

#### » **OUTCOME 2: Increased responsiveness of laws to meet the needs of the people of Gauteng.**

Law-making is a key function of the legislature. The term "legislature" means a body of elected representatives that make laws. A prime function of the GPL, therefore, is to formulate, debate and pass legislation which is needed for the Executive to function.

It is essential that the law-making mandate is not confined merely to the "making" of laws, but rather to the entire process value chain of lawmaking, i.e. from feasibility to implementation. The concept of public participation on lawmaking, therefore, becomes critical. A reasonable opportunity must be offered to the public and all interested parties to know about the proposed issues and to have an adequate say. It is a foundational value that "government is government by the people", and this is enshrined in Section 42(3) of the Constitution. All parties interested in legislation should feel they have been given a real opportunity to have their say, that they are taken seriously as citizens, and that their views matter and will receive due consideration when decisions are made.

The legislation must conform to the Constitution in terms of both content and the manner in which it is adopted. Laws are, therefore, not passed as a clinical process, separated from the public will. Rather, laws passed must, for all material intent and purposes, be responsive to the needs of the people of Gauteng,



especially vulnerable and marginalised groups, such as gender groupings, youth and people with disabilities.

#### **Key Focus Areas:**

**Undertake feasibility process to implement the Money Bills Amendment and Procedures Act;**

**Conduct socio-economic impact of laws passed by the GPL;**

**Review the law-making mandate of the GPL to become more proactive, which includes monitoring the implementation of laws;**

**Review the law-making process for institutional efficiencies; and**

**Facilitate the amendment of the Electoral Act to ensure equitable allocation of seats in provinces in line with the population growth.**

» **OUTCOME 3: Enhanced meaningful public participation.** Public participation mechanisms continue to play a critical role in ensuring a transparent and accountable democratic government. The discharge of constitutional mandates of the legislature can improve through forging partnerships with the people of Gauteng. Public participation allows the public, i.e. the voters to interact with their public representatives to determine, if they are indeed representing their aspirations. Thus, the public representatives should, at all times, remain close to the needs and aspirations of those they represent.

The Perception Audit Survey that was conducted pointed out that “the GPL has not done enough to engage the residents of Gauteng and educate them on who the GPL is and what the GPL does”, and that the people “are not motivated to participate in these activities as often their voices are not heard”. A loss of public trust and greater demand for accountability constitute the key drivers for meaningful public participation.

It is, therefore, important that the legislature should, in the current term, place enhanced public participation at the centre of its work as the ‘daily lives of the residents are directly impacted by the GPL’. There will be a particular focus on the youth and other marginalised groups. The youth is particularly important as it forms a greater majority of the people of Gauteng. Thus, different modes of public participation to create awareness, consult and engage the respective stakeholders will be key. Enhanced public participation will call for people of Gauteng to have improved access to the business of the legislature as well as the need for improved sharing of information.

Various public participation mechanisms that have proved to be economical, relevant, effective and efficient were employed to meaningfully involve the Gauteng people in the business of the legislature. These include House Sitzings, committee work, public hearings, sector parliaments, public education and outreach workshops, feedback sessions to communities, constituency offices, use of social media platforms and mobile technology, etc. In addition, public submissions through sector parliaments and petitions process will be categorised and integrated in the committee system of the legislature (track the impact). The tracking of impact of the interventions the GPL employs would be central throughout the political term. These are some of the key recommendations of the Re-engineering of Public Participation project, which was conducted in the previous term. These recommendations will be implemented in the current term.

#### **Key Focus Areas:**

**Review the Gauteng Petitions Act, 2002 (Act 5 of 2002);**

**Mobilise public participation through the use of technology and social media;**

**Intensify public and civic education and awareness programmes;**

**Streamline the petitions process and encourage public submissions;**



### Key Focus Areas:

Better utilisation of constituencies to advance public participation;

Review and align the Communication and Public Participation Strategy with the targets set by the Baseline Study; and

Implement the Communication and Participation Strategy to reach other national groups.

enable measurement of cooperative governance endeavours.

### Key Focus Areas:

Sector-wide standardisation of oversight formats;

Strengthening collaboration and coordination within the legislative sector;

Strengthening working partnerships with organs of state; and

Learning and sharing of best practices both locally, regionally and internationally.

» **OUTCOME 4: Improved alignment and collaboration with other spheres of government and organs of state.** The GPL does not exist as an island unto itself. It exists in a network of local, national and global structures to enhance parliamentary processes and hold the Executive accountable. Strengthening cooperative governance to advance parliamentary oversight is, therefore, a key theme of the Gauteng Legislature. Cooperative governance gives effect to the full realisation of socioeconomic goals across different spheres of government and promotes coherent decision-making between spheres of government in support of service delivery.

Chapter 13 of the NDP outlines a vision for building a capable and developmental state through interdepartmental coordination and strengthening local government. The GPL will, therefore, focus heavily on cooperation within the sector, both locally and internationally, through the National Council of State Legislatures (NCSL), National Speakers' Forum (NSF), Gauteng Speakers' Forum (GSF), Secretaries Association of the Legislative Sector (SALSA) and the Commonwealth Parliamentary Association (CPA), to improve engagement, collaboration, and peer review with other organs of state.

This level of cooperation will enable the GPL to intensify oversight and peer-review provincial performance for the benefit of the people. An inseparable component of this focus is the GPL planning and reporting in relevant sector fora on transversal issues and the implementation of the sector-wide gender and disability mainstreaming strategic frameworks. An agreement on sector-wide norms and standards is also required to

» **OUTCOME 5: Enhanced compliance with all relevant fiduciary requirements and principles of good governance.** Good governance practices have been entrenched within the GPL through sound policy and compliance with relevant legislative frameworks. However, specific attention should be paid towards improved efficiencies in the context of improving institutional operations and organisational arrangements in order to support the discharge of the GPL mandate to facilitate improved service delivery in Gauteng.

The nature of the legislature is such that attrition of leadership and technical knowledge is lost in every term, resulting in institutional memory loss. Therefore, capacity building remains a critical element in the work of the legislature. This outcome will ensure that good governance principles are adhered to through establishing structures and processes to ascertain compliance with the requirements of applicable legislation and guidelines.

Leveraging its currently favourable brand perceptions as per the 2019 Perception Survey, the GPL will continue to build public trust and confidence levels through its commitment to achieve good governance, service delivery and reduced corruption. Core to actioning this outcome is to strengthen strategic management and governance. This will entail improved evidence-based decision-making in



planning, resourcing, implementation, policymaking, control environment as well as compliance.

Furthermore, the revelations of the 2018 GPL Perception Audit highlighted that there is 'scope for the leadership to mitigate institutional weaknesses found in systems datedness, procedural infidelity, inconsistent management practices as well as the restrictive learning environment'. To this end, the GPL will embark on transformation initiatives to build trust, cooperation and transparency as well as to ensure that both Members and staff are involved in solutions-building across the institution.

By the end of the Fifth Legislature, the GPL received an unqualified audit with matters of emphasis. This was a regression because since the beginning of the term, the GPL received a clean audit opinion for four consecutive years. This is an area that will receive focused attention to ensure that by the end of the Sixth Term, the GPL's audit results would have improved.

This, therefore, means that the GPL must build and strengthen an effective and efficient institution by increasing the rate, effectiveness and quality of strategy execution and compliance to applicable legislation. Furthermore, the GPL should leverage current, new and innovative technologies to meet the information needs of Members and staff so as to ensure efficiency through timeous provision and access to quality information. Thus, continued modernisation of legislative business practices to include application of the fourth industrial revolution (4IR) remains central.

A culture of improved performance will be prioritised as it will enable the attraction, growth and retention of relevant talent. The establishment of a conducive working environment is an essential element in ensuring

continuous service improvement, effectiveness of proceedings and the general working of the legislature. By implementing these processes and systems, organisational efficiency will be maximised and strategic support to stakeholders will be improved and so will good governance and compliance to applicable legislation.

#### Key Focus Areas:

**Improve the provision of services towards Members, to enable them to be more effective and efficient in discharging their mandates;**

**Build capacity of the GPL for current and future needs;**

**Transform the service of the GPL to reflect the demographic profile (i.e. gender, national groups, disability and age), and improve responsiveness, efficiency and effectiveness of the services rendered;**

**Improve and align structures, systems, processes, procedures and policies to improve services;**

**Enhance performance management, disciplined execution and consequence management;**

**Improve internal and external communication;**

**Develop a framework to manage the transition at the senior management level and review the terms of employment of senior managers; and**

**Modernise business practices by utilising information technology to enhance compliance, the efficacy of institutional business processes and the productivity of the institutional team.**



### 3.8 Enablers of the strategy

The proposed strategy can only be achieved if the following key enablers are present and the identified risks are mitigated:

1. improved capacity of Members to effectively execute their constitutional mandates of oversight and scrutiny of the Executive, law-making, meaningful public participation and effective interlegislature relationship in an efficient and effective manner;
2. improved capacity of staff to provide the required support to the elected public representatives to enable them to fulfil their constitutional mandates. These include improving research, procedural advice, and access to cutting edge and easily accessible latest information packaged properly to enable speedy and effective decision-making;
3. Administrative structures aligned to the 2020-2024 Strategy, thereby implementing the recommendations of the organisational development (OD) exercise, and reviewing strategies such as Human Resources, Communications, Information and Communications Technology, and Building and Maintenance, and reviewing relevant policies, systems and procedures to optimise the performance of the institution in line with the recommendations of the Perception Audit;
4. standardised leadership practices and an environment for engaged employees;
5. enhanced and timeous planning, implementation, reporting, monitoring and evaluation;
6. effective implementation of the Service Charters;
7. modernisation of the GPL through application of modern technology;
8. enhanced stewardship and fiduciary responsibility towards operational efficiency and sustainability; and

### 3.9 Key Risks

One of the key strategic risks within the GPL is the reputational risk which is attributable to the loss of confidence in the legislature by the people of Gauteng. The table below provides a high-level summary of key risks which may affect the achievement of the identified outcomes listed in 5.2 above, as well as measures to mitigate the identified risks.

| Outcome  | Key Risks  | Risk Mitigation   |
|--|--|---|
| Enhanced oversight, accountability and service delivery aligned to strategic provincial priorities | <ul style="list-style-type: none"> <li>Poor oversight by the legislature resulting in lack of accountability by the Executive.</li> </ul>  | <ul style="list-style-type: none"> <li>Effective implementation of the Sector Oversight Model (SOM) and other oversight tools.</li> <li>Enforce compliance with rules and oversight mechanisms.</li> </ul>  |
| Increased responsiveness of laws to meet the needs of the people of Gauteng                        | <ul style="list-style-type: none"> <li>Inadequate research conducted to inform the relevance of proposed Bills which may result in poorly informed legislation.</li> <li>Poor oversight by the legislature on the implementation and impact of laws passed.</li> </ul> | <ul style="list-style-type: none"> <li>Implement the recommendations of the study on the efficacy of laws passed.</li> <li>Capacitate the elected representatives to initiate Private Members Bills.</li> <li>Conduct assessments and evaluation on the efficacy of laws passed and the impact thereof on the people of Gauteng.</li> </ul>   |
| Enhanced meaningful public participation   | <ul style="list-style-type: none"> <li>Ineffective public participation in the business of the legislature.</li> </ul>   | <ul style="list-style-type: none"> <li>Enhance the public participation programme of the legislature.</li> <li>Continuous provision of feedback to communities.</li> <li>Intensify public outreach programme.</li> </ul>  |
| Improved alignment and collaboration between organs of state                                       | <ul style="list-style-type: none"> <li>Ineffective cooperative governance processes within the legislative sector.</li> </ul>  | <ul style="list-style-type: none"> <li>Ensure effective implementation Inter-Institutional Relations strategy.</li> <li>Advocate for better and improved inter-governmental relations, cooperative governance and an integrated approach in pursuit of the NDP.</li> </ul>  |
| Enhanced compliance with relevant fiduciary requirements and principles of good governance         | <ul style="list-style-type: none"> <li>Non-adherence to the regulatory environment.</li> </ul>   | <ul style="list-style-type: none"> <li>Improve audit outcomes, through focused strategies, to strengthen the GPL's control environment.</li> <li>Enhance good governance practices and culture within the institution.</li> <li>Respond to the outcomes of the Perception Audit Survey.</li> </ul>  |
|  | <ul style="list-style-type: none"> <li>Loss of leadership and technical knowledge through attrition and/or expiry of contracts at the executive and senior management levels.</li> </ul>   | <ul style="list-style-type: none"> <li>Ensure effective retention of skills and succession planning in response to the current recruitment plan for executive and senior management positions.</li> </ul>   |
|  | <ul style="list-style-type: none"> <li>Lack of effective response to the socioeconomic and technological factors that affect the legislature business, i.e. 4IR, Eskom power disruptions, etc.</li> </ul>  | <ul style="list-style-type: none"> <li>Develop a strategy to respond to the outcomes of the sector-wide 4IR impact assessment.</li> <li>Encourage innovative 4IR communication processes with the people of Gauteng.</li> <li>Benchmark with NGOs and select institutions with massive ICT infrastructure and capabilities.</li> <li>Implementation of business solutions.</li> </ul> |

| Outcome | Key Risks   | Risk Mitigation  |
|---------|---|--|
|         | <ul style="list-style-type: none"> <li>Inadequate budget to cater for all current GPL requirements due to pending budget cuts planned by Treasury in the next three (3) years.</li> </ul> | <ul style="list-style-type: none"> <li>Implement cost-cutting measures and realign budget to key priorities.</li> <li>Develop, adopt and implement the GPL revenue generation strategy.</li> <li>Effective implementation of the Investment Policy.</li> </ul> |

### 3.10 Conclusion

The 2020-2024 Strategic Plan builds on the institutional achievements of the Fifth Legislature. Fundamental to the strategy is strengthened oversight and a more responsive and accountable Executive, working closely with the people of Gauteng through active participation in the work of GPL.

The strategy outlines key priorities, within which are important interventions aimed both at addressing the issues faced by the GPL and the people of Gauteng. It calls for purposeful and consistent implementation of the strategic elements so that current and future challenges are met with a new resolve. To effect the identified GPL's five priorities, the legislature will develop annual performance plans aimed at translating the plan into measurable results and targets for the five-year term. Ultimately, the GPL executive management is responsible for driving the realisation of this strategy.

## Appendix A - Definition of Terms:

| Term                           | Definition   |
|--------------------------------|--|
| <b>Activities</b>              | Refer to processes or actions that use a range of inputs to produce the desired outputs and ultimately, outcomes. Activities describe “what we do”.  |
| <b>Annual Performance Plan</b> | A three-year plan that describes the institution's intended outputs, detailing indicators and targets that will enable it to achieve the outcomes and impact statements in the Strategic Plan. It also incorporates the budget, audited performance of the past three planning years, the estimated performance for the current year and forward projections for the medium-term period. |
| <b>Assumptions</b>             | A set of beliefs that guide a group to explain the change process they envision. They are accepted as true and certain to happen without proof.  |
| <b>Effectiveness</b>           | The contribution made by the institution's results to the achievement of the overall goal. It relates to the question of whether a strategy is working or not.   |
| <b>Efficiency</b>              | The achievement of the results at a reasonable cost. This relates to consideration of both resources used as well as the time and effort required for a strategy to be implemented.  |
| <b>Impact</b>                  | Refers to changes in conditions, i.e. the results of achieving specific outcomes such as reducing poverty and creating jobs. Impact responds to the question of “what do we aim to change?”  |
| <b>Indicator</b>               | Tells the story of how success will be recognised at each step in the pathway of change. It is a pre-determined signal that a specific point in a process has been reached or result achieved. It should include a unit of measurement that specifies what is to be measured, either qualitatively or quantitatively.  |
| <b>Inputs</b>                  | Refer to all the resources that contribute to the production of service delivery outputs. They refer to “what we use to do the work”. They include financial and human resources, business tools/equipment and buildings.  |
| <b>Intervention</b>            | It is the required mechanism that will bring about each outcome on the pathway of change. An intervention might be as simple as an activity or as complex as an entire programme.  |
| <b>Logical Framework</b>       | A tool for improving planning, implementation, management, monitoring and evaluation. The logical framework is a way of structuring the main elements in a strategy and highlighting the logical linkages between them.  |
| <b>Means of Verification</b>   | The information or data required to validate progress against indicators and their resources.  |
| <b>Operational Plan</b>        | It describes the activities and budgets for each of the outputs and output indicators in the annual performance plan (APP). It also includes operational outputs that are not contained in the APP.  |
| <b>Outcome</b>                 | The medium-term results for specific beneficiaries that are a consequence of achieving specific outputs. They refer to “what we wish to achieve”.  |
| <b>Outputs</b>                 | These relate to the final product, goods and services produced for delivery. They refer to “what we produce or deliver”.   |
| <b>Programme Theory</b>        | The casual mechanism of how activities and outputs will result in the anticipated outcomes and impacts, and the assumptions involved.  |
| <b>Relevance</b>               | The appropriateness of predetermined results to the real problems, needs and priorities of the intended target groups and beneficiaries that the strategy is supposed to address, and the physical and policy environment within which it is implemented.  |
| <b>Reliability</b>             | Consistency or dependability of data with reference to the quality of the instruments, procedure and analysis used to collect and interpret data.  |
| <b>Strategic Plan</b>          | A five-year plan that focuses on key issues that are of strategic importance. Strategic Plans reflect the intended institutional impact and outcomes that will help to achieve policy priorities and realise the institution's mandate.  |
| <b>Stakeholders</b>            | An agency, organisation, group or an individual who has direct or indirect interest in a development initiative, or who affects or is affected, both positively and negatively, by the implementation and outcome of it.   |
| <b>Target</b>                  | Refers to the institution's desired level of performance. This needs to be specific, measurable, attainable, realistic/relevant and time-bound.  |
| <b>Ultimate Outcome</b>        | Refers to an area of institutional performance that is critical to achieve the mission and vision of an institution. It often relates to outcomes.   |







**GAUTENG**  
LEGISLATURE

Your View — Our Vision

# STRATEGIC PLAN FOR THE 6<sup>TH</sup> LEGISLATURE 2020-2025

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