EU Parliamentary Support Programme Members' Training and Support Programme Evaluation

Final Report

25th January, 2002

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Executive Summary

Scope

The primary objectives of this study of the Skills Development Programme for Members of Parliament and Provincial Legislatures, funded by the European Union Parliamentary Support Programme (PSP), are to:

- Assess the appropriateness of training provided to members in terms of the content and method;
- Establish the extent to which training and individual and organisational needs were met;
- Assess the results of training provided for beneficiaries;
- Identify and evaluate the process and challenges faced in planning and implementing training;
- Conduct a training needs analysis with clear outcomes for presiding officers in parliament and the nine provincial legislatures;
- Recommend ways of developing and realising an effective skills development programme for members.

Research Method

The National Parliament and all nine Provincial Legislatures were visited as part of an independent evaluation of the PSP's Members Training and Support Programme. This report contains a synthesis report of the themes and findings emerging from all institutions as well as separate reports for each institution.

In each institution, a broad sample of stakeholders was interviewed which included the Secretary, the HR Manager, the EU Liaison Officer, the Speaker, the Deputy Speaker, Chief Whips, the Chair of Chairs, Chairpersons and members. They were interviewed on the nature of their respective roles and the competencies required to fulfil them, the needs assessment process, the quality and appropriateness of training, the evaluation of training, outstanding training needs and the institutional arrangements that are in place.

Findings

The following themes emerged:

1. Role descriptions have not been defined. Therefore there is no framework for the assessment of training needs or the outcomes of the training that has been provided.
2. The needs assessment process did not distinguish between levels of competency which members have attained. Therefore it was not possible to determine at what level training courses should be provided.
3. The induction process was largely non-existent in 1994 and whilst improvements had been made by 1999, large gaps still exist in the programme.
4. Members who entered the legislature mid-term were not inducted.
5. Courses are not offered on subject content which would assist members in preparing for their portfolio committee work.
6. The institutional arrangement are not standardised across the institutions and a great variety of arrangements exist, some being adequate and others completely inadequate for purposes of co-ordinating the programme.

7. Specialist training expertise is required in the design of the needs assessment, assessment and selection of service providers, content design and evaluation of the outcomes and impact of training. This expertise does not exist in any of the institutions.
8. No institutions have a formal monitoring and evaluation system in place to assess the outcomes and impact of training on the ability of members to perform their roles and functions effectively.
9. The issue of a lack of member accountability is central to the effective management of the programme.
10. Insufficient consideration has been given to the content of the training programme to ensure a balance between developing the technical competencies of members and their ability to better promote and enhance democratic processes

Recommendations
1. Debate with beneficiaries the need for a role description for members to frame and focus the work they do within the legislatures and their various structures;
2. Assist legislatures with the design of a comprehensive, sensitive needs assessment tool that could be systematically applied across all institutions;
3. Standardise institutional arrangements and ensure that the issue of members' accountability to their respective political parties and to legislative institutions is resolved;
4. Assist legislatures with the design and implementation of a formal monitoring and evaluation system for the training programme;
5. Assist legislatures with designing a training programme that balances technical needs with skills to promote and enhance democratic practices;
6. Ensure that communication systems are in place to inform members of the institutional arrangements of the training programme;
7. Produce and circulate an annual training calendar;
8. Delineate the responsibility for members' development and training between the institution and the political party. For example, the institution is responsible for training around such issues as legislative procedures, house rules and committee work; and the party is responsible for skills training at an individual level, such as time management, speed reading, debating skills as well as political skills, such as constituency work and organisational skills;
9. Training is divided into levels, with both beginner and advanced levels offered on each subject covered;
10. Subject content courses should be included in the training programme on such topics as health, education, housing etc in order to prepare members for committee work;
11. A mentorship programme could be implemented whereby long-serving members are allocated new members to mentor and support through the first six months of their election;
12. A small governance institute be established to develop intellectual capital on the workings of legislatures. This institute designs and implements training programmes, produces papers and journals and hosts conferences on key issues that affect members and officials.

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1. Terms of Reference and Context of the Report.

After 1994, European Union funding changed from the previous special project focus to a more conventional development co-operation programme in the form of European Programme for Reconstruction and Development (EPRD). The declaration for intent was signed in May 1995 and contained six priorities for the programme. The sixth priority was good governance and democratisation.

In April 1996, a team of consultants submitted a report that explored how best the EPRD could support good governance and democratisation. The report recommended particular emphasis on the legislative process at national and provincial level. The core recommendation was to establish the Parliamentary Support Programme, which would strengthen the role and support the functions of legislatures. The report further proposed that the PSP should fall under the Speakers' Forum and that the Forum should delegate management functions to a Programme Management Unit (PMU). The PMU was established in early 1997 with a budget of E16 million over a three year period.

The purpose of this report is to present the findings and recommendations of the evaluation of the Members' Training and Support Programme, undertaken on behalf of the Parliamentary Support Programme (PSP). The PSP is a partnership between the South African Speakers Forum and the European Commission. The Programme was initiated with the signing of a financing agreement between the South African Speakers' Forum and the European commission in November 1996. The overall objective of the programme is

> to ensure good governance and stable democracy in South Africa by strengthening the role and supporting the functions of the legislatures both on national and provincial levels.

> The programme's purpose is to empower legislatures, both on national and provincial level to fulfil their democratic functions namely legislation, policy formulation, oversight of the Executive, constituency work and public education (Terms of Reference, September 2001, p.1).

The major result areas were identified as:
- Supporting structure and services of Parliament
- Increasing parliamentary skills and knowledge
- Increasing the participation of women MPs and MPLs (funded by SIDA)
- Proposals to improve institutional arrangements considered by legislatures
- Improving the representation function and responsiveness of legislatures
- Improving the communication and co-operation between legislatures

These result areas were translated into projects, including research, information systems, organisational development, human resource development, legislation and

proceedings and the development of a Programme Management unit (Parliamentary Support Programme : Phase V Report [14 May 2000-13 May 2001], p.3-4).

A Provincial Legislature Needs Assessment was undertaken in 1997, and a mid-term review in 1999.

1.1 Primary objectives and purpose of the report.

The research findings presented in this report concentrate on the result area of **increasing the parliamentary skills and knowledge of beneficiaries**. Over the past four years, the EU has funded skills- and knowledge-based training for Members of Parliament and the nine Provincial Legislatures. The primary objective of this training was to enhance the skills and knowledge of members to effectively participate in the legislative process, and to identify ways of improving and sustaining such an intervention. Some of the following training courses were provided:

- Constitution Management and Legislative Process
- Political Management of Parliament
- Managing Constituency Offices
- Media Training
- Public Speaking and Debate
- Legislative process and joint rules
- Speed reading and comprehension
- Time and workload management
- Budgetary Process
- Budget and Management
- Project Management
- Effective meetings

The primary beneficiaries of this training were:
- Members of Parliament and the Provincial Legislatures
- Chief Whips of Parties
- Members Support Committee – Parliament
- HRD Committees – Provincial Legislatures

The primary objectives of this study were to:
- Assess the appropriateness of training provided to members in terms of the content and method;
- Establish the extent to which training and individual and organisational needs were met;
- Assess the results of training provided for beneficiaries;
- Identify and evaluate the process and challenges faced in planning and implementing training;
- Conduct a training needs analysis with clear outcomes for presiding officers in parliament and the nine provincial legislatures
- Recommend ways of developing and realising an effective skills development programme for members.

2. Research Method

2.1 Focus Areas of Research

The main focus areas of the research, as outlined in the TORs and translated into mainly qualitative, open-ended questionnaires, included:

- The importance and significance of training in Parliament and the Provincial Legislatures;
- The process followed when identifying and planning for training;
- The role and function of the Members Support Committee in Parliament and the Human Resource Development Committees in the Provincial Legislatures;
- The type of training provided to enhance the knowledge and skills of members in Parliament and the nine Provincial Legislatures;
- The level and nature of support provided by Staff (Human Resources and Liaison Officers);
- The strategies used by institutions to address the induction and training needs of new members arriving during the course of the 5 year terms of office of the incumbent government;
- The processes to be implemented to induct the 2004 group of parliamentarians;
- The essentials of a good induction/orientation process;
- Assumptions which can be made or criteria which can be used to assess the ability of new MPs and MPLs to perform.

2.2 Sampling

2.2.1 Sampling frames

The research framed the sample in terms of the respondents' respective role and interest in the programme. Four stakeholder groups were identified:

1. **Programme Managers and Co-ordinators**, including Presiding Officers, Human Resource Development Committees and personnel; Members Support Committees and personnel; parliamentary and provincial legislatures' secretaries; Human Resource managers and Liaison officers;
2. **Programme Beneficiaries**, including MPs and MPLs; Chief whips; Chair of Chairs; and chairpersons of committees;
3. **Service providers**
4. **Personnel of the European Commission and the Parliamentary Support Programme.**

2.2.2 Sample design and size

The first two groups of stakeholder-respondents were drawn from the National Assembly and the National Council of Provinces (jointly constituting the national parliament), and the nine provincial legislatures. The proportion of respondents in relation to the total population of each institution varied, as the number of members of the national parliament and nine provincial legislatures varies.

Gender as a variable was also taken into consideration, and, where possible, informed the selection of respondents.

The total target sample of the four stakeholder groups was defined, in collaboration with Mr Hoosain Kagee, the National Director of the Parliamentary Support Programe, as follows:

Presiding officers/speakers/deputy-speakers:
      2 per province
      2 National Assembly
      2 National Council Of Provinces (NCOP)

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Chief Whips:
      2 per province (ruling party and opposition)
      2 National Assembly (ruling party and opposition)
      2 National Council Of Provinces (NCOP) (ruling party and opposition)
                                                22

Chair of Chairs:

      1 per province
      1 Parliament

                                                10

Chairpersons of members' support committees (sometimes the
Same as presiding officers)
      1 per province (random sampling)
      1 National Assembly (random sampling)
                                                10

Chairpersons of Portfolio and Select committees
      3 per province
      8 parliament (6 national assembly
      2 National Council Of Provinces (NCOP))

                                                35

MPs and MPLs
      3 per province (including ruling party and opposition)
      15 per national assembly (8 parliament
      7 National Council Of Provinces (NCOP))
      (including ruling party and opposition)

                                                42

Secretaries of provincial legislatures and parliament
       1 per provincial legislature
       1 national parliament
       1 national assembly
       1 National Council Of Provinces (NCOP)

                               12

HR managers
       1 per province
       1 parliament

                               10

Liaison officers
       1 per province
       1 parliament

                               10

Service providers	10
Programme reps	03
EU: reps	02
TOTAL	**188**

The total intended for each institution and stakeholder group was as follows: [1]

Parliament (including the National Assembly and National Council Of Provinces (NCOP)	40
Provincial legislatures (15 respondents Per province x 9)	135
Service providers	10
Programme and EU representatives	5
Total sample	*190*

2.3 Research Instruments

The first phase of research consisted of a documentation review, in order to inform the researchers of the background and context of the programme; the needs assessments of beneficiaries;[2] previous evaluations of the programme;[3] the type of training which had been offered; and expenditure on the training to date, in the national parliament and nine provincial legislatures. (See Appendix 3)

The documentation review also informed the four questionnaires for the respective stakeholders.

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[1] Each individual report indicates the actual sample interviewed
[2] Provincial Legislature Needs Assessment, 1997.
[3] Mid-Term Review, July 1999.

Although the researchers were cognisant of the fact that Parliament and each provincial legislature are independent institutions, with their own particular challenges and training needs, it was not possible, given time and financial constraints, to design a questionnaire for each discrete institution and its associated stakeholders. Thus, five open-ended, generic questionnaires were designed, and the researchers were briefed to take cognisance of the specificities of each stakeholder group that they interviewed, and the particular institutional context in which individual respondents were operating. The peculiar challenges faced by women in the various stakeholder groups was also taken into consideration in the design of the questionnaires.

Questionnaires were designed and administered for the following stakeholder groups:
- Presiding officers of the Speakers' Forum
- Managers (Presiding Officers, HRD Committee Members, Secretaries, HR Managers and Liaison Officers)
- Beneficiaries (MP/Ls, Chief Whips, Chair of Chairs, Chairpersons of Committees)
- Service Providers
- Representatives of the PSP and the European Commission (See Appendix 1).

All questionnaires were approved by representatives of the PSP before they were administered.

The questionnaires informed and guided one-on-one interviews with respondents from all stakeholder groups and in all institutions, with the exception of the Western Cape, who chose to organise group interviews with representatives of specific stakeholders. Interviews with service providers were conducted telephonically, and those with PSP representatives were conducted both in person, and in writing.

Meetings were held with representatives of a reference group established by the Speakers Forum, and with representatives of SALSA, the South African Legislation Secretaries Association, prior to the commencement of the institutional fieldwork. The purpose of the first meeting was to inform researchers of the background of the Programme and refine the timeframes for the research, and the research method. The purpose of the second meeting was to provide an overview of the implementation of the PSP in each of the institutions represented. A third meeting was held with the Human Resources Managers' Forum, with approximately two hours allocated from their agenda, which also assisted researchers in their understanding of the implementation of the programme, and its benefits and challenges. Two additional meetings were held with representatives of the PSP, to further refine the research method and to obtain feedback from the first progress report.

The research was conducted by a group of eight researchers. Seven days were spent conducting interviews with respondents from the National Assembly and the National Council of Provinces; three days were allocated to conduct interviews with respondents from each provincial legislature, with the exception of KwaZulu/Natal, for which five days were allocated as the legislature sits in both Ulundi and Pietermaritzburg. Two days were allocated for interviews with service providers, and one day for interviews with PSP and EU representatives.

The PSP national office provided administrative and logistical support; liased with the speakers and liaison officers in the identification of respondents, and assisted with the scheduling of interviews.

Regular meetings were also convened for the researchers. The purpose of these meetings was for the researchers who had conducted fieldwork during the previous week, to report back on their experiences and findings. The feedback sessions also highlighted issues that may have been overlooked in the original questionnaire design, and we were able to include these in subsequent interviews.

2.4 Challenges and limitations of the research method

Given the restrictions resulting from the time and budget available for the project, the research was limited in a number of ways:

2.4.1 Limitations of the sample size and design.

- The sample was relatively small overall, and the proportions of respondents per institution varied according to the size of the institution. However, it was agreed with representatives of the PSP that once a certain number of interviews had been conducted, repetitious responses would begin to arise. In practice, this was not necessarily the case, given the heterogeneity of the sample.

  The table below illustrates the number of officials and elected representatives per legislature; the total budget per legislature; and the % of the total national budget spent on each legislature. These figures were current in late 1999.

Legislature	Staff	MPs/MPLs	Total Legislature Budget (R million)	% of Total National Budget
Eastern Cape	171	56	47.512	0.3%
Free State	78	30	36.635	0.6%
Gauteng	127	86	69.969	0.5%
KwaZulu-Natal	142	85	50.464	0.3%
Mpumalanga	76	30	39.101	0.7%
Northern Cape	57	30	20.444	0.9%
Northern Province	86	40	26.008	0.2%
North West	55	34	29.286	0.4%
Western Cape	48	42	12.692	0.1%
Parliament	807	490	341.760	0.2%

(Source: EU/PSP Mid Term Evaluation, DCHR and CASE, August 1999)

- The sample was extremely heterogeneous and included a wide range of variables. Such variables include the levels and content of formal education of the respondents; the levels of numeracy and literacy;

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language competency, especially English; previous political experience, both parliamentary (some white MPs and MPLs were particularly advantaged in this regard) and extra-parliamentary (ie activism), etc. Thus, a respondent with a higher level of formal education, fluent in English and with previous experience in formal politics, would arguably evaluate the programme differently to a respondent with a lower level of formal education, who was not fluent in English and had no prior political experience. It was not possible to account for all these variables, given the design and size of the sample.

The heterogeneity of the sample most likely had an impact on the nature of the beneficiaries' responses: for example, in the needs assessment, the more educated respondents asked for legal skills training and more academic advancement; whereas those less formally educated requested more basic skills training.

2.4.2 Availability, accessibility and appropriateness of respondents

Although interviews were scheduled well in advance, there were instances when researchers arrived and respondents either claimed not to know about the interviews; were not available as a result of other commitments; or were not prepared to be interviewed. The most extreme case of this occurred in the Northern Cape, where only three respondents were available: two members of the ANC and the HR manager. This trip had to be abandoned, and the interviews rescheduled. In the Northern Province, some respondents objected to having had their interviews scheduled over lunchtime, and insisted that in exchange for granting the interviews, the researcher buy them lunch. In other instances, respondents had been selected who had not undergone any PSP training, and were therefore unable to comment. Scheduling and availability problems were encountered in most legislatures, putting considerable pressure on the research team, the project budget and the accessibility to data.

2.4.3 Questionnaire design

One issue of which we were acutely aware in the design of the questionnaires, was to attempt to evaluate the extent to which the provision of *technical skills training* capacitated and empowered beneficiaries to fulfil their *political role*. We were concerned that respondents understood the link between the responsibilities of their political role and the relevance of the skills that were being provided to enable them to enhance their political efficacy. We therefore asked them to identify specific technical and political competencies that related to their particular positions. We understood this to be a crucial issue, given that the TORs state that "the advancement of political expertise and the development of political management oriented skills in a rapidly changing environment is important to ensure good governance and democracy". [4]

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[4] The five key functions of the provincial legislatures, and their key tasks, are extensively explored in the 1997 Provincial Legislature Needs Assessment, and will not be repeated here. Respondents own perceptions and understandings of skills and competencies required to effectively fulfil their political role are detailed in the national and provincial studies of this report.

However, there is a developing school of thought amongst political analysts that the Mbeki government's stress on 'delivery' and therefore 'good management' has resulted in democracy being eclipsed by technocracy. The art of politics is being replaced by the science of management, and that the professionalisation or technocratisation of politics is 'hollowing out' the democratic content of government. As such, the capacity building of politicians may focus more on technical competence and less on skills required to ensure accountable and transparent democratic practice.[5]

This is an issue of which those responsible for the skills training and development of public representatives, in order to capacitate them for democratic government, ought to be aware. Skills training and development must be appropriately harnessed to democratic political objectives as well as technical skills required for good governance.

However, given that not all the beneficiaries of the Programme have explicit job descriptions – other than those outlined either explicitly or implicitly in the Constitution – it was difficult to develop indicators in order to evaluate the Programme's impact in terms of its objectives. (This varies between political parties – for example, DP representatives informed researchers that they do have job descriptions and report to undertaking regular performance evaluations of members, but for obvious political reasons were not willing to share the relevant documents with researchers. The ANC also has a draft performance management document on the table at present in the Gauteng legislature). Thus the extent to which beneficiaries were able to evaluate the impact of the training, was necessarily self-referential – in other words, it was informed by their own understanding of their respective roles and responsibilities and their perception of their performance within those roles. Some respondents said that the Whips tell them what to do; (this suggests a privileging of accountability to the Party over the electorate); others believed that they themselves could decide what to do, as they had an unlimited mandate from the constituencies which elected them. (This also indicates a lack of understanding of how the electoral system works: MPs and MPLs are not elected by constituencies, but by party membership).

Respondents' ability to evaluate the training was also informed by their understanding of the importance of technical skills versus political skills. Thus, for example, some understand the skills required for constituency work as being purely technical: how to organise a meeting, draw up an agenda, run a constituency office, etc; whereas others understand constituency work as being more concerned with political skills of communication with constituents; and developing accountability, transparency and representivity.

Although these skills are not mutually exclusive, some respondents tended to view them as such, and these perceptions influenced their responses to the interviews. Another problem with assessing the impact of the Programme, is that some members had forgotten what courses they had attended; whilst others confused PSP training with that provided by political parties or other institutions.

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[5] (See for example, Patrick Heller, "'Technocratic creep' threatens local government reform' in *Synopsis* 4(1), Johannesburg: Centre for Policy Studies).

Finally, training programmes are not the only variables that influence the political efficacy of beneficiaries. As mentioned above, there are a range of other variables that have an effect, in addition to which is actual experience gained on the job. Thus, MPs and MPLs in their second term of office, have far more experience than those who have recently been elected.

The above issues relate not only to the problem of not having homogenous bench-marks or baselines from which to develop evaluation indicators in the design of the questionnaires; and not being able to dis-aggregate the impact of the PSP from other variables; but also to the ability to draw definitive universal or particular conclusions concerning the impact of the Programme in terms of its own stated purposes and objectives, both on an individual and institutional level. A related problem is that a monitoring and evaluation framework was not built into the Programme from its inception, a fact which was also identified in the mid-term review, and no comprehensive skills audit covering all institutions has been completed.

3. Overview of Findings

Whilst the findings from each provincial legislature and parliament will be dealt with separately, there are generic findings that are common to all institutions.

3.1 Institutional Arrangements

The institutional arrangements of any programme have a substantial impact on its success or failure. A number of components of the institutional arrangements of the Members' Training Programme impact on its effectiveness.

3.1.1 Organisational Structure

Whilst the exact organisational structure for the management of the Members' Training Programme varies from institution to institution, a basic structure has been adopted. The structure that is used has a number of names, including Member's Support Committee, Members Affairs Committee, Internal Arrangements Committee, HRD Committee. However, the objectives of these committees are very similar – they oversee the training and support needs of members. Some committees focus only on the training needs of members, others include the training of staff, with which there is often considerable overlap, and others also focus on the co-ordination of all support needs of members.

These committees are similarly constituted. A number of institutions have experimented with different configurations, and most have settled on a similar model. The co-ordinating body is most commonly comprised of the Deputy Speaker, who chairs the committee, the EU Liaison Officer, and the Chief Whips from each party. Variations on this type of organisation include ordinary members, as opposed the Whips and greater representation from the HR department. However, most institutions have included Whips, as they are both most able to determine needs and observe impact as well as ensure greater member participation through their involvement.

A further complication in the institutional arrangements is the work of the Women's Empowerment Unit. They conduct their own training events independently from the EU/PSP programme. In many instances, such as in KwaZulu Natal, the unit runs identical programmes as those funded by the EU, but they are only attended by women MP/Ls. Whilst this may seem to be unnecessary duplication, the female members reported that this was by far the most beneficial training they have attended. Despite this, there is a need for improved communication and co-ordination between Members' Support Committees and the Unit. For instance, the Women's Empowerment Unit is housed in the Gauteng legislature, but the EU Liaison Officer claimed not to know about the programming they offer.

3.1.2 Responsibility and Accountability for Training

In most institutions, there appears to be a degree of confusion concerning the structures which have the authority to provide training, and to whom the members are accountable for undergoing training. In this regard, tension exists between the institution and the political party, which must be addressed. The same is true for the induction process.

The difficulty arises from the unusual arrangement of having key players in institutions, who perform multiple roles, and have multiple allegiances. For example, officials are appointed, not elected, and in theory, therefore, are apolitical. MPs and MPLs are elected and are, in general, accountable to the citizenry of South Africa and the Constitution, but in particular, owe their political allegiance to their respective parties, and are therefore in competition with one another. This is a completely unique institutional arrangement that creates a number of difficult challenges for each legislature. As such, standard organisational models offer little insight to legislatures to manage these kinds of conflicts and role confusions.

In the case of members' training, it is necessary to ask the question "who is responsible for what component of a member's development?" One could argue that political parties should be responsible for the skills development of their own members, such as computer skills, speed reading, public speaking, language skills etc and that as the legislative institutions, the national and provincial legislatures should be responsible for an induction process which deals with operational and procedural issues, such as legislature procedure and rules, motions, questions and interpolations, committee work, budgetary oversight and policy analysis etc. Such a division of responsibilities may well bring the required clarity to the cloudy issue of who is responsible for members' training and development.

Currently, courses are provided for all members from all political parties on an extremely wide range of topics and skills. Not only do members have different developmental requirements in general, they also possess differing levels of competency and experience in terms of a specific skill. It becomes extremely difficult to cater for such a wide variety of needs with one generic programme. One of the results is that many opposition parties expressed frustration that their members' specific needs were not catered for and they were in fact confused as to how to access funds for the skills development of individual members. If each political party was responsible for the provision of skills development for individual members, such situations may well be avoided. However, if the legislatures' areas of accountability are clearly defined around institutional issues, the task may well be more manageable.

3.1.3 Programme Planning

A variety of methods are used in programme planning in the different legislatures. In some legislatures, a programme is developed between HR and the Secretary's office. In other provinces, the Deputy Speaker's office, in collaboration with the EU Liaison Officer, develop the programme. In other instances, HRD alone is seen as the responsible body for developing an annual training programme. Chief Whips also contribute to the process by informing the committee of the needs they have identified, either through observation or through MP/Ls requesting training.

As with the issue of who is accountable for the development of members at a macro-institutional level, there is similar confusion around who is responsible at a micro level. The legislatures and parliament seem divided between HR, the Deputy Speaker's Office, the Speaker's Office and the Secretary's Office. Whilst the constitution of the Member's Support Committee (under whichever name it operates) is consistent in terms of the governing structure for training, the planning and implementation is delegated to different offices in the different provinces. Furthermore, in the Western Cape, the legislature is not involved in planning members' training. Each political party independently determines their own members training needs and plans accordingly.

The difficulty with tasking the HR department with the planning and implementation of training concerns its relationship with members. Members do not see the HR as a department which has jurisdiction over them, and therefore tend not to co-operate effectively with HR or the HRD Officer. Whilst the Secretary's Office has a little more status with members than HR, a similar dynamic exists. The office that seems to engender the most co-operation from members is the Speaker's Office. This is true across all provinces and parliament. However, the Speaker often delegates training issues to the Deputy Speaker for him or her to oversee. Many Deputy Speaker's then enlist the support of the EU Liaison Officer and/or HR to provide the organisational capacity which their offices lack on training issues.

Here again, role clarity concerning who is accountable for what in terms of members' development would assist in determining the most effective institutional arrangements for the planning and implementation of training. It is important for whichever institution is tasked with training planning and implementation to be seen as legitimate by all stakeholders. In the context of the PSP members' training and support programme, the issue of who plans and co-ordinates training emerges as a political issue. given that the Speaker's Office engenders more co-operation than the HRD; the former being a political office; the latter being an official or appointed office. These dynamics are not surprising, given the political context in which the training operates.

3.1.4 Communication

During the course of discussions with members, it became clear that problems with communication exist within the legislatures. However, it was not always clear whether the problem lay with poor systems or members not engaging with systems. For example, in Gauteng, adequate systems exist to ensure that all members are aware of the training events that are offered, many of which are compulsory. However, not all members interviewed were in fact aware of training events on the calendar, even those that were supposedly compulsory. Whilst individual members may be at fault,

it is also necessary in effective systems implementation to have a monitoring framework built into the systems design. In terms of communication systems, there were multiple methods for communicating information to members in Gauteng, but members seemed to utilise only one or two of these vehicles. In some instances, it appears to be an issue of skills, with members reluctant to utilise emails. This dynamic needs to be addressed and monitoring systems at an institutional level would help to identify problems so that they can be dealt with quickly.

3.1.5 Impact Assessment

In the design of any training programme, outcomes and impact of training should be monitored and evaluated. This information can then be used to improve programme design and provide feedback to funders on cost effectiveness. Such evaluation needs to be done formatively, that is, a regular measurement of outcomes and impact as you go along, not summatively in the form of an evaluation at the end of a training programme.

There are three problems with members training in this regard:
1. baseline assessment to assess skills and competencies of members before training began, was not adequately implemented;
2. assessment of outcomes and impact has not been systematically undertaken over the last five years;
3. members are reluctant to have their performance evaluated for outcomes and impact of skills development. They claim they are not accountable to the institution which is managing training and wishes to assess them.

Whilst all three issues are problematic for an effective training programme, the third issue is the most serious as this renders the programme outcomes largely impossible to evaluate in terms of impact, sustainability and cost effectiveness. It appears that members are reluctant to engage with the legislature on a number of levels as they hold they are not accountable to the structure. Some members indicated they are responsible to the public who elected them, and whilst this is ideally true, it does not assist when addressing the issue of performance management and skills development. Other members indicated that they are accountable to the party leadership and not the management of the legislature. This is a more useful definition in terms of their training and development. Therefore, if members are accountable to the party leadership, this translates to the Chief Whip in the context of the legislature. As such, the involvement of the Chief Whips in members training is key, both in the identification of needs, programme design and in the measurement of impact and outcomes. Without the involvement of the Chief Whips, members tend to disregard training, seeing it as an optional extra or being reluctant to divulge their development needs to an HRD Officer.

The ways in which impact can be assessed include:
1. self assessment against a baseline of training needs that was completed prior to training
2. assessment by the Chairpersons of committees of improved participation of members in committee work
3. annual evaluations of the performance of members in terms of oversight, law making and public participation by the Chief Whip

These measures would give some indication of the impact of training. However, it should be kept in mind that other variables exist which impact on the skills development of members. These include study tours, conferences and learning on the job.

3.2 Training Programme

In terms of the training programme itself, there are a number of findings that have arisen out of interviews with stakeholders.

3.2.1 Needs Assessment

None of the legislatures or parliament appears to have conducted a systematic needs or competency assessment. Where a process was implemented, it was very *ad hoc* and badly designed. No formal needs assessments appear to have been done in the Northern Province, Mpumalanga, the North West and KwaZulu/Natal. *Ad hoc* assessments were done in Gauteng, the Northern Cape and the Eastern Cape. Formal processes were instigated in Parliament, the Free State and the Western Cape but these yielded unsatisfactory results, according to both managers and members involved, and did not include a substantial baseline process or a monitoring and evaluation framework. In fact, where assessments have been carried out, they have constituted self-assessment of needs by members. In KwaZulu Natal, members were asked to complete a form of available training options. This is more a signing up process than a formal needs assessment.

In most organisations, needs assessments are done through a combination of self-assessment, supervisory assessment and at times even peer assessment. This ensures a more balanced view of the development needs of the person involved. Furthermore, the assessment by the supervisor is related to the requirements of the role and the performance of the individual in fulfilling that role. In the case of legislatures, members are not only unwilling to be formally supervised, in many instances, they are not willing to work to a role or job description.

Capacity building programmes must be designed to increase the capacity of an individual or team to perform effectively in their role. It is not generally understood to be a personal development initiative. Likewise, a needs assessment is to determine the ability of an individual to function within their given role and if gaps in expertise exist, to develop the individual to fill them. Therefore, needs assessments need to first develop an understanding of the role and then assess capacity against that role. Needs assessments are therefore not a wish list of "nice to have" skills, but integrally tied to the work outcomes that need to be achieved. Such integration is lacking in all provincial legislatures' and parliament's needs assessments.

There is a need to assist legislatures and political parties with a framework for assessing development needs of members and staff. Utilising a single framework would assist in managing and monitoring skills development both within individual legislatures as well as across all institutions nationally. It is suggested that a professional training institute be tasked with designing a framework if the expertise to do so does not exist in the legislatures.

As with the design of the training programmes, training needs assessments, where they have been done, have been carried out by a variety of bodies in the different

institutions. In some instances, they have been orchestrated by the Deputy Speaker's Office, in collaboration with the EU Liaison Officer; in others, by Human Resources. In Gauteng, the HR manager initiated a needs assessment process for members, but was prevented from completing the exercise, as members felt that HR had no mandate to assess their needs. This is a good example of the necessity of ensuring that the correct institutional arrangements are in place in order to promote the success of the project, and that such arrangements are seen as legitimate and politically acceptable by all affected stakeholders.

An additional problem with the needs assessment process is where members are not at case with informing an institutional structure of their real training needs due to extreme embarrassment. For example, a number of members are in fact illiterate, according to numerous confidential reports from both colleagues and those members themselves, but are unwilling to enter this information on a needs assessment questionnaire. It is possible that if needs assessment, at least at a skills level, was executed on a party-by- party basis, this problem may be dealt with to some degree. A member in this situation might be more open in a one-on-one discussion with their Whip, than in a questionnaire that will be broadcasted across the institution.

Members are not selected in the same way as employees, who are vetted according to competencies, qualifications and experience. They are nominated by their parties for election, in order to democratically represent citizens. Thus their attainment of their political positions is largely based on political criteria and experience, not technical skills competencies and qualifications. This creates a diverse group of people with extremely diverse training needs. Ticking boxes in a questionnaire is most likely an inadequate tool for assessing needs in this context. There is a need for a mechanism that has the capacity to assess needs at a very detailed and sensitive level and then to monitor individual development over time.

3.2.2 Implementation

In the majority of institutions a database of training service providers exists, for all training programmes, not only those funded by the EU. When training is required, service providers are contacted for quotes. Only the Northern Cape listed the criteria they use to select service providers, namely:

- locally-based organisations
- previously disadvantaged organisations
- price of the quote
- previous experience in this type of training

Gauteng indicated that they have a small database of service providers and do not intend to increase this pool. They argue that the legislature is a unique institutional environment, in which few people have any real experience. Therefore, if a company has done training and the quality has been good, Gauteng legislature prefers to reuse the same company so as to capitalise on this experience and expertise.

Members prefer to be trained by recognised institutions that accredit attendance at courses. Whilst many legislatures are using tertiary institutions, small training/consulting companies are also utilised, predominantly those with public sector experience.

Course design is ultimately the responsibility of the service provider, once they have been briefed by the EU Liaison Officer, HR or the Deputy Speaker. However, the EU Liaison Officer is primarily responsible for training logistics, which includes liasing with selected service providers.

There appears to be little correlation between the specific training needs of members, as identified in the needs assessment, and the curriculum development process. Once a general need for training for the majority of members has been identified, service providers are asked to develop a course on that topic. In most instances, they are not provided with information regarding the skills level of the members attending.

Most members have been positive about the quality of training they have received. Most noteworthy amongst these has been the financial and budgetary training and the courses on the PFMA offered in all provinces. They have been widely hailed as the best training received to date. In part, this is due to the pressing needs which members, and staff, have of understanding budgetary processes and financial oversight, as well as testimony to excellent training provided. In fact, one EU Liaison Officer commented that the real needs of members can be correlated with training participation, as the courses that are well attended are a good indication of the real training needs that exist. The financial and budgetary training was by far the most well attended training event to date. Added to this was the interest of Speakers and Deputy Speakers in prioritising and attending training.

There was a division in the opinion of members as to whether short courses or a longer generic course would best serve their development needs. Some felt that they did not have the time to attend a regular seminar as part of a long course. Others felt that the short course served only to raise awareness of the need to develop skills in that area, but did not have time to actually do so. The majority of those interviewed felt that training was not prioritised, even if a penalty system exists for non-attendance. Even if the need for both types of training exists, neither will be an effective means of skills development unless institutional arrangements are found for entrenching capacity building as an integral part of the role of a member.

Despite a wide range of training course that have been conducted over the last five years (these are indicated separately in the chapters that follow), many members have multiple training needs that were not met. In many instances, this was for greater depth of understanding of a topic that had already been covered. In KwaZulu Natal, it was reported that the same members were attending the same training courses multiple times. It is not clear as to whether this demonstrates a lack of understanding on their part, poor communication on the part of the trainers or a misunderstanding on the required attendance of training events on the part of the members. What is clear is that this is not an effective model for capacity building.

The timing of training events is also problematic. Some felt that training should be during recess, so as to allow busy members to attend. Others felt that members would only attend during sessions, as they would be with constituencies during recesses. Parliament developed a compromise whereby multiple courses are concurrently provided during the week before the opening of parliament. Members select which training they would like to attend.

3.2.3 Induction Programme

Induction programmes and handbooks were developed for the members entering in 1999. The process was extremely well received by all and varied between 2-5 days across the different legislatures. Obviously the new members found it most helpful and the 1994 members benefited less so, but still found it useful in parts. New members indicated that greater depth was required on legislative rules and procedures, committee work, budgetary oversight, policy analysis and role clarity.

Two criticisms were levelled at the conceptualisation of induction, not the programme itself. They were:
1. no induction was offered for members who join the legislature in between terms. In some provinces, there is up to 40% turnover of members between terms
2. no mentoring or coaching system is in place to sustain the induction of new members

Researchers received the Northern Cape induction manual. It provides an informative summary of the workings of government, the legislative and committee processes and the conditions of service for members. What is primarily lacking, however, is a thorough discussion of the specific and multiple roles of members and the kinds of competencies required to fulfil these roles. Especially in the case of minority parties, MPs and MPLs are members of numerous committees; sometimes also chairs of committees, etc. Given that they fulfil multiple functions, they need to have multiple skills, especially an understanding of the content of policies, bills and legislation.

3.2.4 Evaluation of Training

Training was evaluated by participants at the end of each training event. Apparently no other form of evaluation has been carried out up until this point. Members were asked to fill in a one-page questionnaire. The questionnaires were compiled and included in a brief report by the service provider. This report was then submitted to the EU Liaison Officer, which was used primarily as a mechanism for certifying payment. It appears that no findings, gaps or trends were fed back to the Members Support Committee or members themselves to be used in the design of future training programmes or events.

As mentioned earlier, no formal monitoring and evaluation mechanism exists, therefore such reports cannot be fed into a process and the information contained therein utilised effectively.

The reporting methods and formats used for the EU are generally quantitative, and relate to the number of training events held, the number of participants and the cost per event and per legislature. This too is problematic, as such figures provide no information on the quality and impact of the courses.

3.2.5 Multi-Party Model

Many members indicated that the assumption that all members attend all training events is problematic. They felt strongly that there are training events which are inappropriately conducted in a multi-party forum. Constituency work is one of these. It was felt that opposition parties could benefit from learning constituency skills and strategies of the ANC, for example. Many members believe that attending training

with members from other parties limited their willingness to fully participate in discussions.

Furthermore, respondents from the governing and opposition parties often prioritised the same needs differently, as a function of their perceptions of the primary political role : for example, representatives of the ruling party sometimes stressed skills relating to service delivery above those of oversight; whereas representatives of opposition parties prioritised oversight skills, as they believe that the primary function is to be a watchdog and constructive critic of the governing party and its policies.

If the model of the division of responsibility for training between the legislature and the parties is adopted, then skills training could be addressed by parties individually and such concerns would cease to exist. Less party political topics such as legislature rules and procedures can be addressed in multi-party fora without conflict arising.

3.2.6 Levels of Competency

As mentioned in the discussion on needs assessments, there are huge variations in skills levels between members. Some members have postgraduate qualifications from here and overseas, whilst others did not finish high school. Many interviewees told us that some members are highly skilled on a number of computer programme and in the use of the Internet whilst others, despite numerous computer courses they have reported attending, cannot switch on their computer. Some members identify their needs as a deeper knowledge of budgetary processes and financial oversight, whilst others request community development skills, such as sewing and brick making, which can be passed on to members of their constituencies in rural areas.

In order to cater for such varied needs of members, not only is a sensitive needs assessment mechanism required, but also a design process which can develop curricula that cater for different levels of competency of the same skills.

Many members complained during interviews that they attended a training event, on a topic they felt to be important for their work, only to find that it was far too basic for their needs and hence the course was a waste of time. The reverse was also true, where members felt out of their depth, but uncomfortable to say so.

Service providers need to have a full understanding of the levels of competency they will be required to cater for during the design phase of curriculum development in order to prepare a programme that will be useful for all attending members. The other option is to run two or three versions of training for beginner, intermediate and advanced levels, depending on the numbers of members requiring training on that topic. It would also then be possible for a single member to attend all three courses, if they were incrementally structured, thereby enabling members to develop an in-depth understanding of a particular topic over time.

3.2.7 Skills Development and Institutional Resources

One of the anomalies noted is that in some cases, skills have been identified and training conducted, but the resources required to implement these skills are unavailable. Example are the Free State and the Northern Cape where all members have attended computer courses, some even multiple times, but neither legislature has computers available for members' use. As a result, members indicated that they have

forgotten everything they were taught and are not even sure they would know how to switch one on.

This points to a problem in the needs assessment and design process. If needs assessment were tightly related to role, function and resources to achieve work outcomes and not what is at times "a development wish list", these mistakes would not be made. Such a lack of resources should have been identified, and training not contracted as a result. This is a waste of donors' funds that could have been avoided.

3.2.8 Accreditation and Career Pathing

Many members indicated that career pathing was their greatest concern regarding the outcomes of the EU/PSP members' training programme. This is not a reference to advancement within the organisation, but alternative career options once they their term of office expires. Their insistence on accreditation of courses they attend arises from this concern. However, the question of political parties' and legislatures' training responsibilities remains: what support does a political party provide for its members once they are no longer MP/Ls? Some members raised this as an issue of concern, and suggested that the EU should fund tertiary education, even if unrelated to the roles as MP/Ls. If the party wishes to support members' development for future employment prospects after their term in the legislature, what, then, is their responsibility towards other officials, ie. admin and support staff?

It could be argued that the parties' responsibility is limited to equipping their representatives to perform within their role and if they have aspirations beyond that role, relevant training is their own responsibility. In a number of provinces, such as the North West and the Free State, enormous concerns were expressed regarding members' employability after their term in the legislature. Members suggested that general training needs for future employment should be prioritised for EU-funded training. Apparently a number of members who have left the legislature are unemployed to date. Whilst this is of concern to the individuals who are struggling to find employment, it is arguable as to whether it is the concern of the legislature. As the EU/PSP programme is currently structured, training funds are available for developing the capacity of members to perform effectively in their roles in the legislature and constituencies, not specifically for employability once this role is completed. However, training such as financial management, budgeting and communication skills is portable, and members therefore benefit in terms of their own personal development. This should not be the primary focus of EU-funded training. This debate, whilst it may seem tangential, was passionately raised in a number of different legislatures and it was felt that it needs some discussion here.

3.2.9 Re-deployment of Members

One of the issues effecting the development of members, particularly in their oversight role, is their frequent re-deployment. Members are regularly re-deployed to other portfolio committees, sometimes as often as every three to six months, as is the case in the Northern Cape. One chairperson of a portfolio committee suggested that it can take two years to become sufficiently familiar with debates of a sector in order to perform effective oversight. If members are moved too quickly, they become ineffective due to a lack of content knowledge, regardless of the excellent technical training that may be provided to them or the level of skills they possess. They are

unable to participate fully unless and until they have a firm grasp of the subject on content and related policy debates.

This dynamic may be one of the most important for the entire training programme in determining its effectiveness. In order to be maximally effective, in term of applying skills and knowledge, members need to be deployed to committees for a far longer period of time, arguably for the full five-year term of office.

3.2.10 Subject Content

Related to the above issue is the need for subject-content training. Although the EU/PSP currently offers training on oversight skills, there is not training to provide members with an understanding of the subject area over which they exercise oversight. For example, a member is deployed to the health committee but has no understanding of the health sector, its policy debates, its infrastructure needs, service delivery issues or even the state of the health care system itself. Combined with the dynamic that most members require research skills themselves and few make use of the legislature's research facilities, a member will only develop an understanding of the sector through sitting in the committee and listening, reading policy documents and undertaking visits to hospitals and clinics. Although study groups may function in some legislatures, a three to four day course on sectoral issues may equip members to function more efficiently and effectively. Courses could be run quarterly or biannually in one centre on each of the sectors and members who have been re-deployed during that time could attend. Such nationally co-ordinated training would also facilitate the development of an understanding of sectoral issues nationally and in the different provinces through the participation of members from a variety of legislatures and parliament.

This appears to be the major gap in the training programme content at present.

3.2.11 Outcomes and Impact of Training

All members and staff interviewed were positive about the increased and improved participation of members in all aspects of their roles. This included the quality of questions, motions and interpolations, participation in committees, analysis of budgets and policies as well as increased usage of constituency offices and public petitions before the house. However, as mentioned earlier, this improvement cannot be attributed to training alone. Members indicated that training had been enormously helpful and had contributed to their improved performance. However, this was a subjective impression. In order for the outcomes of the programme to be evaluated, a formal monitoring and evaluation system must be designed and implemented.

3.2.12 Identification of Training Gaps

The primary gaps that remain for the majority of members in terms of their legislative roles are:

- a deeper understanding of financial management and budgetary processes
- a deeper understanding of policy implementation and analysis
- the ability to analyse budgets and policy for their impact on poverty alleviation and gender equality
- a deeper understanding of legislative rules and procedures

- a deeper understanding of the implications of the Public Finance Management Act
- greater expertise in economic policy, finance policy and public accounts

The primary gaps that remain in terms of the skills development of members are:
- organisational skills and time management
- research skills and how to engage research capacity
- public speaking and communication skills
- media liaison
- report writing
- language skills (competency in English and African languages)

There are obstacles which a training programme cannot address. These include a lack of a culture of reading, which is an enormous attitudinal barrier to members' effectiveness.

4. Recommendations: The Future of Training Programmes

All ten institutions indicated that they are not ready to take over the funding or management of the members' training programme without continued donor support. Although the level of institutional capacity varies enormously between institutions, the findings of this report suggest that none have the institutional arrangements, capacity, institutional structures or frameworks in place to successfully manage and monitor a comprehensive skills development programme.

4.1 A number of issues will need to be addressed, including:
- defining the institutional authority to whom members are accountable for training and establishing appropriate institutional arrangements to manage the programme
- establishing institutional arrangements that will address poor prioritisation of training and low levels of participation by members
- designing a training programme that is more appropriate and clearly defined, consonant with the role of members, not simply their self-identified training requests or future career aspirations
- establishing a comprehensive, appropriate and sensitive needs assessment process which can inform the design of the training programme and provide a baseline for future skills development
- establishing a systematic monitoring and evaluation framework that collects information on both the quality and impact of training and feeds this information back to the managing structure to improve decision making at that level
- ensuring that all members fully understand the nature and functions of their role and see the link between training and improved performance in that role

4.2 Types of training and related training models

4.2.1 Main categories of training and related institutions responsible.

Research findings suggest that the types of skills required by elected representatives and officials involved in benefiting from, and implementing the programme, can be categorised as follows, and each of these sets of skills can be allocated as a responsibility of discrete institutions:

- *technical skills*, for example, IT and computer literacy, time management, speed reading, managing constituency offices, institutional development, coordination and management, etc. Responsible institution : political party
- *procedural skills*, for example the rules and procedures of the legislatures; legislative process, committee work, oversight, etc. Responsible institution: legislatures
- *content knowledge*, for example, as discussed above, the content of legislation and policy which members have to engage with both in the legislatures and in the committees. Responsible institution: political party or legislature
- *party-political work*, for example, developing new policies, electoral campaign strategies, strategies for constituency work, etc. Responsible institution: political party.

The appointed officials of the human resource development units and other co-ordinating institutions could provide technical, administrative and logistical support.

This model would have two parallel lines of responsibility and accountability for training: one from the legislature and one from political parties.

One standard, compulsory induction training programme, legitimated and enforced by the political parties, could be designed to provide members with a general introduction to the procedural aspects of the legislatures. Courses undertaken on such a programme could be accredited. Such a programme would be available and implemented for each new incumbent, not only at the beginning of a five-year sitting.

In addition, each party could provide its members with a compulsory induction programme, which would cover political party imperatives and skills development.

4.2.2 Political legitimacy and accountability of agencies and institutions responsible for training.

Another research finding which repeatedly presented itself, was the problem of the political legitimacy with which members viewed the training which was being provided, and those responsible for doing so. Members held themselves to be far more accountable to party whips and speakers, than to appointed officials.

One way in which induction training could be depoliticised would be to decentralise it and to outsource it to relevant tertiary institutions and departments within the provinces in which the legislatures are situated, with the backing of party whips.

Some provinces, for example, Mpumalanga, does not have a university, but could use nearby institutions in other provinces, such as the University of Pretoria.

One possible problem with such an approach, is that the training may be too 'academic' and also not appropriate for beneficiaries with lower educational levels, numeracy, literacy and linguistic competencies.

A solution to this would be to provide two levels of courses run, one as a "beginners" course where the basics are covered in a user-friendly manner and a second level for "advanced" skills development, where issues can be explored in depth.

4.2.3 Mentorship

Another possible approach to induction training would be to develop a 'mentorship programme'. This would have to be undertaken by political parties, and involve members who had served a previous term of office to be responsible for mentoring newly elected members. However, mentorship would not only be part of induction support, but would continue until such time as the new member was familiar with legislative and party procedures. Obviously, political parties would be responsible for providing mentors for their newly elected representatives.

4.2.4 Governance Institute

Finally, an approach which would almost totally depart from the existing PSP model, would be to create an entirely independent, dedicated governance institute, which would collaborate both with political parties in order to address their specific needs, and also with legislatures. Such a structure would be in place as long as such a need existed and does not necessarily entail the establishment of yet another new institution.

An independent funding base would have to be established, which could consist of funding from either one donor, or a consortium of donors. The latter option is preferable, as it would grant the beneficiary institutions greater autonomy, as their agendas would not be entirely dictated by a single donor's agenda or funding conditionalities.

The funding would be allocated to the governance institute, through political parties, and the legislatures, on a proportional basis.

Funding for political parties would be for the specifically identified training needs of party representatives, and the whips would be accountable to the funders for the utilisation of the funds.

Funding for the legislatures would be for institutional development and support, and the HR officers would be accountable for funding used for logistical, administrative and infrastructural support, and the presiding officer would be accountable to the funders for monies allocated to procedural training.

Political parties, represented by the whips, and legislatures, represented by HR managers and presiding officers would communicate their specific training needs to the governance institute, which would be tasked with providing the requisite training.

Intensive training for new members would take place continuously through the first year of office, and from years 2-5 individual member training, mentoring and support would take place through collaboration of the institute, legislatures and the political parties. Performance management and evaluation, would be the responsibility of the political parties and chief whips, in collaboration with the governance institute.

For members in their second term of office, advanced training courses would be offered, but less frequently, with the same collaborative institutional arrangements as outlined above.

The advantages of such a model are:

1. The political tensions and conflicts between elected representatives and appointed officials, as outlined above, which result in the confusion of roles of individual representatives and officials and institutions, and the problems of institutional co-ordination, communication and co-operation would be overcome. Removing training from the exclusive ambit of political parties and legislatures, and situating it in a non-political, legitimate and autonomous institution, should alleviate these tensions and confusions.
2. Specialist training would be provided, tailor-made to the needs of individual beneficiaries - both elected representatives and appointed officials; and appropriate to the needs of political parties and legislatures. The necessary training expertise, both technical and political, would be assured.
3. The governance institute would provide accredited, coherent, co-ordinated courses, as opposed to the rather *ad hoc* courses presently offered.
4. Continuity and advancement in skills development would be assured
5. The institute would provide the necessary uniform resources, capacity and infrastructure required to respond coherently and appropriately to individual and institutional needs
6. In order for beneficiaries to acquire accreditation for courses, monitoring and evaluation procedures would be implemented on a continuous basis. This would also assist in the continuity between various courses, and the improvement and upgrading of courses

Possible problems with such a model may include:
1. The geographical location of such an institute, and the logistics of travel of the beneficiaries, and scheduling of courses;
2. The removal of training from the context of institutions in which the learned skills are to be applied, and the possibility of beneficiaries divorcing the training from its institutional application. In order to overcome this, courses must be designed, in collaboration with all affected stakeholders, to ensure a very strong link between training and its practical implementation.
3. Many detractors might argue that a typical response to problems encountered in all aspects of governance, post-1994, is to create yet another institution to address them, and that new institutions inevitably develop problems of their own. However, as mentioned in Section 3 above, given the unique challenges

facing the South African government post-1994, within the context of the previous history of apartheid, which severely disadvantaged the majority of current public representatives, there is no organisational or institutional model available to draw from, or to build on. And because the issues which need to be addressed in order to enhance the political efficacy of elected representatives are, by definition, fundamentally political, especially in terms of the institutional context in which they operate, it seems necessary to address the political conflicts in order to proceed with providing the necessary skills to capacitate those responsible for the well-being of our democracy. And, arguably, the only way to do this, is to remove the training components of this capacitation, from the institutional context in which it is currently situated, and which seems to do more to inhibit than enhance the impact of the training.

5. Legislat[...]

PARTIES

LEGISLATIVE INSTITUTE (GOVERNANCE INSTITUTE)

5.1 Parliament

5.1.1 Introduction

This study presents the findings and analysis of an evaluation of the skills development programme for members of parliament (both National Assembly and National Council of Provinces). It is based on interviews conducted from 15th –19th October 2001, as well as review of training reports. Out of an intended sample of 40 respondents, 34 were interviewed, including official

5.1.2 Role And Competencies Required Of Members

Currently, parliament consists of members who have served two terms of office, and those who were elected in 1999. Members occupying senior positions are mostly serving their second term.

Roles and competencies of MP's were discussed with them, and can be generally categorised as follows:

5.1.2.1 Generic Competencies Required By All MPs

- An understanding of the principles of democracy as articulated in the constitution.
- Ability to contexualise the political role of MPs in terms of the various functions they perform.
- An understanding of the budgeting processes.
- An understanding of the monitoring/ oversight role
- An understanding of the transformation process in South Africa and main focus areas.
- Ability to interact effectively with the public.
- Competency in parliament rules and procedures

5.1.2.2 Competencies Required At Portfolio Committee Level.

- Understanding of policy analysis and policy formulation process.
- Committee administration and management
- Content knowledge of sectoral isssues.
- Ability to make presentations.

5.1.2.3 Competencies Required For Party Political Work.

- Ability to manage members in a specified party
- Ability to negotiate.

5.1.2.4 Competencies Required At An Individual Level.

- Ability to self manage including stress management
- Time management
- Personal finance management

The table below reflects the different portfolios of MP's, and related responsibilities and accountability.

Position	Accountability
Presiding Officers	Accountable for the running of Parliament
Chair of Chairs	Accountable for coordination of all chairs of various committees in Parliament
Party Chief Whips	Accountable for the management of political party members
Other whips	Accountable for specific function within a party, e.g. training
Chair of Portfolio Committees	Accountable for driving legislative and policy formulation process.
Secretaries of parliament	Accountable for the management of the administration functions in parliament.
Human Resource development and management	Accountable for HRD and HRM needs of both staff and MP's.

Generic roles of members are understood by all members of parliament to varying degrees across political parties. However, specific roles vary depending on whether members belong to the majority party, the opposition or minority parties. The role of policy formulation (law making) is understood better by the ANC MPs than the role of oversight. The latter seems to be better understood by the opposition party and some senior members of the majority party. Junior members grapple with the understanding of what oversight means for them.

The explanation for this limited understanding of the oversight role is that in the first term of the democratic government MP's were predominantly occupied with the role of policy formulation. It is only now that most of the legislation has been passed that parliament is seriously beginning to engage with the role of oversight. Legislation such as the Public Finance Management Act (PFMA) seems to have had a major impact in beginning to sensitise members to the oversight function.

The majority party is initiating an in-depth exploration of oversight, and what this role means to them and all Parliamentarians.

Although there is an understanding of generic roles and core competencies, there is no standard role description for members, be it at ordinary MP level or for specific positions. The opposition (DP), however has job descriptions for all its members which are linked to performance evaluation, which takes place bi-annually.

The following performance indicators are used :
- Attendance in the chamber
- Attendance of committee meetings
- Contributions made by presenting speeches
- Frequency and type of questions asked by a member in parliament
- Contributions made at portfolio committees
- Media appearances and the profile of members on the media
- TV and Radio interviews done by a member
- Reports to Provincial leaders
- Performance at constituency level
- Contribution to increasing membership of the party
- Fundraising

The respondent interviewed indicated that if members are not adequately performing, and do not improve after being given a chance to do so, they are asked to leave the party.

There are different views concerning the need for and importance of standardising a job description for MPs. Most in the majority party reject the idea, arguing that it would limit and restrict their scope as politicians, and is inappropriate.

Those who are for the idea argue that it could assist in guiding them as to what is expected of them as well as help monitor their performance. The chairpersons of portfolio committees seemed to be more supportive of this idea, as were members of minority parties.

In general. although the concept "job description" is largely problematic, there is consensus that guidelines are required to outline members' functions.

5.1.3 Needs Assessment

A formal needs assessment for members was conducted in 1996. A questionnaire was distributed to all 490 members of parliament. The response rate was 14%. This means that only members who were elected in 1994 had their needs assessed. Those who were elected in 1999 have not had one of this kind.

The needs assessment identified the following priority areas of training:

5.1.3.1 Skills Needed For Parliamentary Activities

- The history of parliament
- Legislative process
- Debating skills
- Parliamentary procedures
- Policy formulation
- Drafting legislation.

5.1.3.2 Skills Needed For Constituency Work

- Project conception
- Project planning
- Conflict resolution
- Lobbying skills
- Report writing

5.1.3.3 Computer Skills

- Using the internet
- Developing spread sheets
- Word processing

5.1.3.4 General Training Needs

- Office administration
- Research skills
- Speech writing
- Reading and assimilating information from large documents
- Time management.
- Personal finance management
- Writing letters and memos

Respondents indicated that needs assessments are often informally conducted in committees, often coordinated by chairpersons; as well as at party level, coordinated by the chief whip or whip responsible for training. This is often done in a form of a meeting or workshop where training needs are discussed. One of the chairpersons indicated that they also need training on how to conduct an adequate and appropriate needs assessment with members of their committees. After needs have been identified they are forwarded for prioritisation to whips responsible for training, and they in turn, communicate these to the MSC for training implementation.

It is not clear to what extent members are involved in prioritisation of needs. Some indicated that they are informed about training events, with no prior consultation.

There also appears to be tension between party training needs and general parliamentary training. A further tension exists between the needs of the majority

party, the needs of the opposition and the needs of minority parties, as well as needs of black MPs – many of whom were previously disadvantaged – and those of white MPs. Thus the issue of prioritising training needs is highly contentious. Some of the minority parties have a perception that the ANC approves training that is required by their members only and does not consider training needs of members of other parties.

Most members indicated that an effective needs assessment method is through workshops, as the questionnaire format often has a low response rate. Workshops are also limited as they do not necessarily identify individual skills levels and needs, but consensual and generic ones.

5.1.3.5 Further Training Needs Identified

The following training needs were identified by members across functions and political party lines.

- More macroeconomic and PFMA training
- Advanced computer training for some; and basic for others
- Research skills
- Analytical skills
- Writing and presenting speeches
- Asking the right questions, and moving motions
- Speed reading
- Reading and ability to extract relevant information from the documents read.
- Interpreting legislation
- Amending bills and acts
- Communication skills- public speaking
- Media skills
- Effective oversight for chairpersons
- Parliamentary protocol
- Clarify political responsibility of members
- Staff relations
- Internet skills to do research
- Life skills-e.g counselling skills
- Listening skills

The majority party has prepared a document to motivate for more formal training in future which will account for the needs of members beyond their terms as parliamentarians. This proposal seeks to develop a long-term capacity building strategy for members of parliament, allowing them to register with tertiary academic institutions for specific courses related to their work. They could attend modular courses and study through distance learning institutions.

The proposal indicates that partnerships with institutions of higher learning should be negotiated between the EU PSP as well as Parliament. There is an expectation that the EU will fund this programme and that individual members will also make a contribution.

5.1.4 Training Design And Implementation

5.1.4.1 *Training Design*

Training design was largely the responsibility of service providers, with input on needs from the MSC.

5.1.4.2 *Training Implementation*

5.1.4.2.1 Training offered

. On average most people interviewed had attended at least 4 training sessions including computer training. Only a few (10%) had attended almost all training they needed to attend. The table below reflects a summary of training courses provided between 1998 and 2001. There was no record of training for 1999. The explanation was that politicians used most of the beginning of the year for campaigning and there was no time for training. After the June elections, only an induction course was conducted.

Topics covered	Year/month	No. of participants
Media training	May 1998	385
Legislative process and joint rules	May 1998	255
Speed reading	May 1998	22
Budget process	May 1998	15
Public speaking and debate skills	June & August 1998	60
Diversity in a changing environment	Jan-Feb 2000	
How to read a bill, motion, questions and interpellations	2000	
House procedures and rules of debate	2000	
How to read a budget	2000	
Members obligations as a tax payer	2000	
Members benefits and tax	2000	
Basic computer skills *(Whip s& chairpersons)*	2000	
Constituency training *(run along party lines)*	Sept. 2000	49
Local government *(run along party lines)*	Sept 2000	60
Computer training (Members)	Sept 2000	322
PFMA and parliamentary oversight	Jan & Sept 2001	84
Macro economic course	Jan & Sept 2001	88
Computer training	Jan & Sept 2001	79
Workshop on the development of a policy on sexual harassment in parliament.	Jan & Sept 2001	63

The figures suggest that computer training courses score the highest attendance rates. Based on the interviews conducted, other popular courses are media training, budget processing, the PFMA and parliamentary oversight, and the course on macro economics. The attendance rate was however below expected attendance in most cases. The co-ordinator of the MSC confirmed this.

The training sessions ranged from 2-3 hours (e.g. for computer training), to a maximum of 1 day (for macro economics). This was regarded as a constraint, as training programmes are often rushed. The participants indicated that it is difficult to acquire substantive skills, given the extremely limited time allocated to, and available for, training

It is important to note that some portfolio committees have organised training which is not funded by the EU/PSP. These committees' members have thus attended more training than others. Such committees include the finance portfolio and select committees of both the National Assembly and National Council of Provinces.

5.1.4.2.2   Quality of training (content/method/usefulness)

Respondents were generally satisfied with the quality of training, with the exception of a media course held in 1998, which, they claimed, failed to fulfil its objectives.

In general, course content was regarded as relevant and useful for the work of MPs. However, some respondents indicated that they require more practical and applied skills training, and some courses are biased in favour of theory.

Training methods were also rated as satisfactory. Most service providers combined presentations and group work to present and process their material.

5.1.4.2.3   Evaluation of training
Evaluation of training courses was always done and this formed part of the training report that the coordinator prepares for the MSC. Other than this evaluation, no pre-or –post training evaluation is conducted.

5.1.4.2.4   Training Accreditation

Participants who attended the PFMA and Macroeconomics course received certificates of attendance. Accreditation is a issue of concern for most members and they would like all training to be accredited. It is believed that this will motivate the members to attend. The proposal by the majority party discussed earlier is also trying to address the issue of accreditation. It states that all courses attended by members should at least be in line with the NQF so members can receive accreditation

5.1.4.2.5   Challenges and limitations

The following were expressed as the major challenges and limitation of the training programme.

- Diverse training needs amongst members make it difficult to prioritise and address them. The Presiding Officer indicated that some of the training needs, while very genuine, are beyond what parliament can offer, e.g. ABET or formal tertiary education
- Poor attendance of member. In some cases the attendance was less than half of that expected. The coordinator mentioned that in some cases training was cancelled as a result of poor attendance.
- Lack of depth of most training sessions as the training time is often short, thus courses provide superficial exposure to knowledge and skills. This is confirmed by most of the evaluation feedback where participants indicate that they need more of the same training.
- Difficulty of finding adequate and convenient time for training in the context of a busy parliamentary schedule.
- Training programme are too *ad hoc*, - dates of training are not publicised timeously and often not adhered to.
- Difficulties experienced as a result of the service providers' assumption that all members have at least high school education, while the reality is not so. Some members who have a low formal educational standard have difficulty understanding training pitched at a higher level.
- Most members suggest that individuals and parties do not prioritise training.
- Training in large groups is often not effective, as it is difficult to successfully do practical exercises with high trainer/member ratios.
- The turnover in parliament, which is mainly a result of redeployment of members to other committees or even to Provincial level has an impact on consistency and continuity of training and training needs assessment.
- There is often no follow up on those individuals who have attended training to evaluate its impact, as no monitoring and evaluation systems are in place.
- Poor attendance at training events in parliament; training events well attended outside parliament, as interruptions are minimal.

5.1.5 Training Results

5.1.5.1 Benefits At An Individual Level

Some of the benefits for members have been the following
- "Empowered me to be able to speak in communities"
- "Ability to deal with questions that communities asks."
- "Have developed confidence"
- "I know where to get information"
- "Macro economic and PFMA courses helped me to understand financial aspects of parliament".
- PFMA created interest around the legislation among members
- Opened my ears in committee work and help me contribute in discussions.
- "Budget process workshop- before I attended I did not understand budgeting process, after the workshop I was able to read budgets and participate in budget discussions"

5.1.5.2 Benefits At An Institutional Level

Chairpersons of committees acknowledged that some of the members have been able to apply in their committee work, as well as in other parliamentary work, what they have learned through training events.

5.1.6 Induction Of Members

In 1999, post-elections, an induction programme was conducted to welcome Members of parliament. It lasted for approximately 2 weeks and covered areas from how to find your way around the Parliament buildings, Parliament Procedures and Rules, to personal financial information and benefits. All members were given a file with information such the Constitution of South Africa, rules and procedures of parliament, information about portfolio committees, etc.

Most members appreciated this induction indicating that it assisted them as new members to adjust to a new environment. There is however consensus amongst a number of the respondents interviewed that the induction could be improved, as follows :

- Establishing an induction process which will also induct members who arrive during a term, post-elections. (Two MPs interviewed, one who had only been in parliament for three months, indicated that they were not inducted and they are still finding it difficult to adjust to the environment).

- Some members indicated that induction must have more scope and depth in terms of addressing what they are expected to do in parliament, .i.e. some guidelines relating to their functions as parliamentarians.

5.1.7   Institutional Arrangements

5.1.7.1 Structure.

The Member Support Committee coordinates training of members and liases with Chief Whips and Chair of Chairs concerning training needs. As a multi- party structure it is acceptable to all members. It is also regarded as a viable vehicle to drive skills development programmes. The role of the MSC is mostly understood by senior members of parliament, but not by ordinary members, some of whom are unaware of its existence.

This structure is limited as it does not seem to have the authority to make decisions. It makes recommendations, which have to be approved by the Presiding Officer. This is seen as a limitation by its staff, as they feel that they are better placed to understand and prioritise training needs and courses.

Another limitation is that the MSC is serviced by one official. This has resulted in what some respondents view as an *ad hoc* system of planning training and its implementation.. The Deputy Speaker argues for a formal structure within parliament

that focuses on training on a full time basis. It has not been discussed yet as to what form this training unit should take.

Multiparty training is appreciated, but members also argue that individual party training is important and should be given space in the training programme.

5.1.7.2 Sustainability.

The deputy speaker and other senior members indicated that Parliament does not necessarily have the capacity to fund this programme if the EU were to terminate its support. However, they agree that parliament should include training in their budget. It is clear that funding will be needed from donor agencies as well.

5.1.8 Areas Of Improvement

In general training objectives were only to be partially achieved, given the limitations and challenges discussed above. Possible strategies to improve future capacity were suggested as follows :

Training Needs Assessment:

- The identification of members' needs must be more formally and systematically structured, and coupled with a skills audit at an individual level. Parliament needs to either contract in people who have the necessary skills, which they could also transfer to officials and/or members in order to promote internal capacity, and sustain this process. Some of the senior members indicated that they do not have appropriate skills to effectively conduct a needs assessment.
- The tension between addressing the needs of members to enable them to perform their duties effectively while in Parliament; and those who seek to have skills needs for future employment addressed, must be solved. Parliament must adopt a strategy to prioritise needs that are critical for members to perform while they are Parliamentarians without ignoring the long term needs of members

Planning And Programming:

- For training to be successful, it is important that it be prioritised and integrated into the parliamentary programme. It should not be an 'add on'. Those who need training ought not to be limited by its scheduling.
- The planning process should be improved such that members know from the beginning of the year which training programmes are scheduled and when. This will enable members to plan their own diaries to accommodate training.
- Improve scheduling of training in line with parliamentary programme
- Improve the communication modes used to notify people about training. This could be communicated at different levels, viz; during induction, through portfolio and select committees, on the Parliament Intranet and specific memos could be sent to individuals who have indicated interest in particular training.

Attendance:

- Develop a system which will assist the MSC to identify who has attended which course, in order to avoid people being sent to the same training twice or to the wrong training courses
- It was suggested that if members register for formal courses that are accredited they are likely to value them more, and thus their attendance, skills, and ultimately political efficacy will improve.
- Offer incentives to members for taking responsibility for their own development, impose sanctions if they do not.

Accountability:

- Improve institutional support for members after training by ensuring that committee chairpersons and chief whips monitor individual performance after training and provide feedback on their performance.
- Chief whips should make members account for non-attendance and non-performance.

Quality Of Training:

- Improved participation of the people responsible for training in the design of training.
- Allocate more time for training to allow for depth and practical experience.
- Balance theory with substantial practical work to ensure better results

5.1.9 List Of Respondents

Categories	Name	Designation
Presiding officer	Ms Baleka Kgotsisile	NA/ANC
Chief Whips & whips for training	Mr Greyling Mr Chauke Ms S Seaton Mr Macrof	NNP ANC Training whip IFP Training whip DP (Member of MSC)
Chair of chairs	**Ms Ntlabati** Mr MJ Mahlangu	**NCOP** NA
Chairpersons of portfolio committees.	Ms Dorothy Mahlangu Mr J Mkhaliphi Mr P Hendricks Ms N Hangana Prof S.M Mayathula Mr C Saloojee Ms B Sonjica	Chair of select committee on finance (NCOP) Chair of select com on local government (NCOP) Chair of private members legislative proposals. Chair of housing Chair of education. Chair of welfare and population dev. Chair of water affairs
Members	Prof. LM Banda Adv Tsediso. Masutha Ms Inka Mars Mr H.J. Bekker Dr Conroy Ms N. Mdende Mr Errol Knot Mr Mfudisi Mr Thlagale Mr T Ralane Ms J. Kgoadi Dr Jean Benjamin Mr BT Taabe Ms S Nqodi	UDM/NA ANC/NA IFP/NA IFP/NA NNP/NCOP UDM/NA DP UCDP/NA UCDP/NCOP ANC/NCOP ANC/NCOP ANC/Chair of MSC ANC/NCOP ANC/NA
Officials	Mr Oliver Chifadza Mr Msimelelo Nyikana Ms Fazela Mahomed Ms Lulama Notyolo Mr G Wilson	IT Support Programme Coodinator Former Programme Coordinator Secretary of the NCOP EU Liaison officer

5.2 Gauteng Legislature Report

5.2.1 Introduction

The Gauteng legislature has established institutional arrangements, budgetary processes and committee management. It is financially well resourced, with developed monitoring processes in place. The legislature is divided into a number of business units, each with its own manager. These managers are accountable to manage their own budgets, with the appropriate signing powers and authorities to do so.

There is a clear distinction between the institution and the political parties' processes. Committees are provided with full administrative and research support to assist with effective oversight. All staff and members, from the secretary to the tea lady, have email facilities and are trained in their use. The legislature has 73 members, 50 from the ruling party and 23 opposition members, all of whom have telephone, fax, email and photocopying facilities.

Whilst the systems in place are extremely sound and functioning at all institutional levels, there appears to be great variation in the way in which members engage with these systems. Members are unaware of many events and processes that take place if they fail to explore the resources available. The level of engagement of the various members, with training specifically and information in general, does not appear to be regularly monitored. The question is who is responsible for monitoring members?

5. 2.3 Role

Thirteen respondents of the intended fifteen were available for interviews.

5.2.3.1 Role of an MPL

Three key components of the role of a member were stated as:
1. Oversight
2. Law making
3. Public participation

Oversight was described as analysing the annual reports and budgets from government departments to ensure that the activities and priorities of each department are in line with both policy and the needs of communities in the province. Oversight was also described as ensuring that the deliverables claimed by departments have actually reached communities in the appropriate form and acceptable quality as required. Thus oversight functions must be carried out both in the legislature and in communities. In essence, oversight is to ensure that the work of government is "ethical, transparent and accountable".

Law making was described as, with an understanding of the constitution, legislative processes and rules and the policy areas in question, to engage and assist with the formulation and ratification of laws for the province.

Public participation was described as ensuring that issues of importance to a member's constituency are questioned, discussed and debated in the house and in the relevant committees and responses fed back timeously to communities. Furthermore, it is to ensure that constituencies are informed of public hearings on issues that affect them and assisted to participate fully in such public forums.

Other roles of an MPL that were raised in interviews included:
- Confirmation of delivery of services by provincial government through site visits
- Keeping the NCOP members informed on provincial matters
- Policy interpretation
- Hold public meetings to ensure that constituencies understand the implication of new policies and legislation, as well as reporting back on delivery against these government policies
- Active participation in committees and in the house to ensure effective governance
- Research into issues and policy areas that need to be raised in the house or in committees

5.2.3.2 *Roles of Other Office Bearers*

Chief Whip
The Chief Whip's role was described as a co-ordination role, where one:
- liases and negotiates with other parties
- ensures the smooth running of party matters
- ensures that members are accountable for their work
- allocates time in the house
- deploys members to committees and constituencies
- deals with members interests (benefits, support, training, study tours, travel etc)
- ensures the implementation of the policies of the party
- is accountable for the political development of members
- is the Accounting Officer

The Chief Whip is accountable to the provincial party leadership and works closely with the senior managers of the legislature.

Chair of Chairs
The Chair of Chair's role was described as:
- ensuring that committees meet, plan programmes and complete work as assigned
- ensuring committees are given necessary institutional support (admin and research capacity)
- raising issues that will stretch the thinking of the various committees
- ensuring enquiries and questions are focused and strategic
- ensuring that the committees have sufficient information in order to productively engage the MECs

Chairperson
The role of a Chairperson of a Portfolio Committee was described as:
- to lead the committee and the study group
- to have a full understanding of the rules
- to mediate and manage conflict
- to undertake networking and liaison with relevant stakeholders
- to undertake additional research

5.2.3.3 Generic Competencies and Skills required to fulfil an MPL role

The generic competencies required to fulfil the role of an MPL were listed by the various stakeholders as:
- An understanding of the role and function of a member
- An understanding of the relevant policy areas and debates
- An understanding of the law making process
- An in-depth understanding of the Public Finance Management Act
- An understanding of the Medium Term Expenditure Framework
- An in-depth understanding of the Constitution
- An understanding of legislative procedures and rules
- An understanding of how to work within a government department to leverage results for constituent communities
- An understanding of budgetary processes
- Research skills
- Public speaking
- Interrogation and analysis of reports and budgets
- Ability to source information
- Report writing
- Organisational skills
- Speed reading
- Ability to formulate motions or interpolations, questions and petitions
- Media liaison skills
- Fluency in written and spoken English
- Fluency in languages spoken in one's constituency
- Decision making skills
- Computer and internet skills
- Networking skills

5.2.4 Needs Assessment

5.2.4.1 Previous Needs Assessment Processes
There was enormous variance in answers from respondents as to when and if a needs assessment had been done and by whom. This included the following:
- "One was done in '96 by the legislature" (member)
- "One was done in early '99 by the legislature" (member)
- "The Women's Empowerment Unit has done one" (manager)
- The EU has done one" (manager)
- "HR did one in '99" (officer bearer)

- "Nothing has ever been done" (office bearer)
- "One may have been done, but not since '99" (office bearer)
- "something was done by ANC before '99" (office bearer)
- "assessment done by ANC whipery in '96 and updated in 2000 (office bearer)
- "I was on the sub-committee for the '99 needs assessment" (member)
- "HR started one in '99, but it was stopped, as it was felt that HR had no authority over members" (manager)

Despite such a variety of possible processes having taken place, no one in the legislature was able to provide a document or to demonstrate that a needs assessment had been carried out or that the results were utilised.

Respondents indicated that a number of methods are used to identify training needs that inform the design of the training programme. They include:
- The Whips identify and prioritise training needs for their members
- A training committee sits, which is chaired by the Deputy Speaker, and is comprised of the HRD Officer and 3 members, and this committee assesses and prioritises training needs according to the opinion of those present
- Individual members approach their Chief Whip and request funds to attend training or request training to be provided

There was concern expressed by the opposition as to their ability to access funds for training. They felt that if their members expressed a need for training that wasn't expressed by ruling party members, their needs were not prioritised. Furthermore, they were unsure how to go about making a request for training funds to be made available.

5.2.4.2 Training Gaps Identified in Interviews
Respondents, despite the EU-funded training that has been offered, identified the following gaps:
- Subject knowledge on policy issues required for full committee participation
- Gender and poverty analysis of annual reports and budgets in oversight capacity
- Constituency work
- Improving public participation
- Research skills
- Conflict management
- Organisational skills
- A deeper understanding of legislative processes
- A deeper understanding of budgetary processes and analysis
- Oversight
- Time management
- Computer skills

The EU Liaison Officer is accountable for HRD for staff and members. Yet when asked what he thought the training gaps for members were, he pointed out that he has

no opportunity to interact with them in committees or in the house, so he has only a second hand knowledge of their needs. This is problematic, given his accountabilities around designing and implementing a members' training programme. He must rely on the Deputy Speaker and the Chief Whips for their opinions on training needs and design and implement accordingly.

5.2.5 Training Design and Implementation

5.2.5.1 Training Offered and Attended

The following is the 2001/2002 training plan which runs from May to May each year.

Topic	Target Group	Service Provider	Date	No. of Workshops
Budgetary Process and Finance	MPLs	AFReC	April 2001	1
Legislative Process and Joint Rules	MPLs	Internal	2001	
Gender Analysis of Gov Reports and Budgets	MPLs	Women's Empowerment Unit	Nov 2001	1
Communication Skills	MPLs	Stephen Covey Institute	2001	2
Speech Writing	MPLs	External	2002	9
Project Management	MPLs	External	2002	5
Media Skills	MPLs	External	2002	9
Strategic Management	MPLs	External	2002	4
Management Training	MPLs	External	2002	3
Stress Management	MPLs	External	2002	4
Time Management	MPLs	External	2002	4

The legislature's contribution to the training budget is R200,000 and the EU contribution R143,000, providing a total budget of R343,000 for the year 2001/2002.

Since 1999, the EU Liaison Officer has organised multiple training events. The ones which were ultimately conducted, excluding the 1999 induction, were:
- Public Finance Management Act Training run by SAIGA
- Budgetary Processes and Finance run by AFReC
- Communication Skills run by the Stephen Covey Institute
- Conflict Management run by WITS, which only two members attended
- Performance Management run by Superior Performance Training, which only two members attended

If members have reported to have attended additional training, it has not been conducted with EU funding or through the HRD unit.

Each respondent was asked what training they had attended. Many struggled to remember, but were able to when prompted eg. "Did you attend the PFMA training?" The other training that was reportedly attended by members, including that since 1994, was:

- Computer training
- Speech writing
- Speed reading
- Public speaking
- Gender analysis (run by the Women's Empowerment Unit)
- Strategic Planning (run by Strat Excel)
- Media Liaison
- Safety and Liaison Policy (run by the Policing Unit at WITS)
- Public Accounting
- Outcomes Based Governance (run by Stellenbosch University)

There appears to be a tension between the need for a certified course that is hosted by a recognised tertiary institution that could train members on all aspects of their work over the period of a year and the short "ad hoc" courses that are currently offered. Members are divided on which option they would prefer.

In 1996, a six-month course was offered through P&DM at WITS which covered governance, policy formulation, evaluation and implementation, report writing, planning, time management and constituency work. Members were required to attend for one morning a week. The course was certified and members could attend free of charge. Out of a possible 40 members, 15 attended consistently, but not one member wrote exams at the end of the six-month period and was certified. As a result, the course was not repeated.

Despite this, a number of members indicated that, despite their lack of interest in an academic course, the current courses were not in sufficient depth and further training would be required.

5.2.5.2 Quality of Training

Members felt that the training offered to date was of a good quality. However, the PFMA training and the course on Budgetary Processes and Finance run by AFReC stood out as being of a particularly high quality. These two courses were also felt to be of extreme importance to the work of members. Both were certified and well attended.

There were mixed reports on the service providers' ability to understand the work environment in legislatures. Whilst all service providers appeared to be familiar with the workings of government, many members felt that a fuller understanding of legislatures was lacking. In fact, the speaker felt that this was a gap nationally. He felt that there is a need for the development of academic expertise in legislatures in particular and not the public service in general. He pointed out that the P&DM course trains people to take up posts in government departments, but did not equip people to work effectively in legislatures. As a result, the responsibility for training both staff and members falls squarely on the legislature.

5.2.5.3 Training Outcomes

When questioned, stakeholders were unable to attribute the improvement in the performance of members to training alone. Most felt that it was a combination of the following:

- Learning on the job
- EU funded training
- Induction process
- Conferences and study tours
- Support from the party

Despite this, there was a unanimous feeling that members had vastly improved their participation in committee work, in the house and in their constituencies. Some examples were:

"The interrogation of budgets has improved"

"There is a better understanding of the implications of the PFMA"

"Consideration of and debates on departmental annual reports has vastly improved"

"There has been an incredible improvement in the members' understanding of their role"

"There has been improved participation at all levels"

"Motions are now coming from the ANC members and not just the opposition"

"Debating standards have improved"

"Greater numbers of the public are using constituency offices – we average 15 queries a day now"

"There have been improved motions and content in the house"

"Members have a far better understanding of legislative rules"

"Themes are addressed monthly in constituency offices, which gives greater focus to our engagement"

"There is better meeting preparation"

"There is improved participation in committee work, with better report analysis and research"

Despite the general agreement that the legislature has seen vast improvement, a number of members felt that public participation remained the area where most improvement is still needed.

It should also be noted that the respondents were providing their subject opinion on members' performance, and whilst the ANC have a performance management policy, members' performance is not systematically measured. This is a fundamental weakness in the programme that would not be tolerated in a normal institution. However, in the legislature, members are not employed by the institution and are therefore not accountable to them. Members' accountability is, in fact, a very hot political issue. Whilst members are accountable to their political parties in general, and to the Chief Whip in particular, many also contend that that they are publicly elected officials and are therefore accountable to the people. This lack of clarity around accountability, whilst not pronounced in the Gauteng legislature, is an issue that the programme design would need to address.

A number of members also questioned the value of multi-party training events. The majority felt that there were a number of issues that needed to be dealt with on a party basis. Basic skills training such as computer skills and speed reading can be handled

in a multi-party group, however, constituency work was not an appropriate multi-party training event. They suggested that participation would indeed be affected by this dynamic.

Many members also suggested that outcomes could be improved if courses were offered at beginner, intermediate and advanced levels. Members could then choose the course that is appropriate to their skills level and thus not consider training a waste of time.

5.2.6 Induction of Members

An induction process was undertaken for all members in 1999, which included a two-day training course, plus an induction handbook that was developed using EU funding. In addition, the ANC augmented this with its own induction handbook for its members. The handbook includes a useful outline of the role and required competencies of an MPL.

Whilst the induction was well received by all members interviewed, the majority felt that it was too short and greater depth was required, particularly on issues of budgetary oversight, report analysis and legislature procedures and rules. Obviously newer members found the induction course more useful than those who had been there since 1994 did.

The induction course contents included:
- Overview of institutional systems and functioning
- The role of committees
- The requirement of committee work
- Legislature procedures and rules
- Debating skills
- Oversight functions
- Interpolation (snap debate) skills
- Questioning skills

It was also strongly felt by members that a one off induction workshop was insufficient to prepare new members for the legislature. Many believed that coaching and mentoring by more experienced members is what is required.

5.2.7 Institutional Arrangements

5.2.7.1 Committee Structures

The institutional arrangements for the oversight of members training have recently changed. Until October, members' training was managed through the Internal Arrangements Committee, which dealt with all arrangements for staff and members alike. However, it was found that other issues were prioritised over training and there was insufficient institutional accountability and slow decision making around members training under this structure. In the light of a systems audit, a number of new structures were established. The legislature's most senior decision-making body is now a Board, to which the new Members Affairs Committee reports. The Deputy Speaker, who is accountable for members training, chairs this committee and is

constituted by all party Chief Whips. Whilst this committee has only met once, there is confidence from managers, office bearers and members that this is a far more appropriate institutional arrangement that the previous one.

This committee is charged with producing and monitoring a development plan for members. It is hoped that such a plan and its accompanying framework will allow for improved decision making in the future. It was recognised that in the past there was no strategic framework for members training and development and this led to a very ad hoc approach.

5.2.7.2 Organisational Procedures

Whilst the Deputy Speaker is now held accountable for members training, the EU Liaison/HRD Officer is accountable for organising training. The difficulty with this arrangement is that this post has no institutional relationship with members. Members are not accountable to the EU Liaison Officer or the HR department as a whole. Should a member not participate in training, there is no recourse through the HR department. Furthermore, not all training run for members is co-ordinated through the HRD office and therefore the EU Liaison/HRD Officer is often uninformed of the full extent of members training opportunities. As mentioned earlier, the EU Liaison Officer also has no contact with members in terms of their committee or constituency work nor their participation in sittings of the house. Not only is he therefore not able to assess needs for himself, he can also not observe the impact of training.

Whilst senior managers indicated that training events form part of the legislature's calendar and order papers, this was not borne out by members and other staff. They indicated that the only training that receives the full support of members was those events that were supported by the Speaker. This was the case with the AFReC Budgetary Processes and Finance workshop where there was full attendance from all members and a number of managers as well.

The ANC Chief Whip indicated that all training was compulsory for members. However, upon investigation, few members understood this to be the case and many were unaware of a number of courses having taken place.

A new system is being introduced whereby members who do not attend training without the permission of the Whip shall be liable for the costs. All members interviewed were aware of this system but had not heard of any member being actually asked to pay as yet. No one complained that this system was unfair.

Members were also asked how they found out about training events. The system in place appears to be comprehensive, however, members are either unaware of all the channels of communication or chose not to make use of them. At present, members are informed of training through the Whips at caucus meetings, as well as through emails and memos to MPLs from the Deputy Speaker's Office.

5.2.8 Recommendations

- Assess the institutional arrangements that plan and organise training to ensure the highest possible levels of participation by members by dealing with issues of accountability
- Raise and debate the need for performance management of members
- Ensure an over-arching system of co-ordination for training provided by different bodies to avoid duplication and repetition
- Assess the effectiveness of current communication systems with members to ensure uniformity and consistency

5.2.9 Key Respondents

The following people were interviewed as a part of the evaluation:
1. Firoz Cachalia - Speaker
2. Lindiwe Maseko - Deputy Speaker
3. Richard Mdakane - ANC Chief Whip
4. Michael Coetzee - Secretary
5. Rendani Makato - Hr Manager
6. Jonas Beesnaar - EU Liaison Officer
7. Mandla Nkomfe - Chair of Chairs
8. Barbara Cleccy - Chairperson
9. Mbongeni Radebe - Chairperson
10. Jack Bloom - DP Chief Whip
11. Nomantu Nkomo - MPL
12. Joe Bokaba - MPL
13. Kaizer Klaas - MPL

5.3 Free State Legislature Report

5.3.1 Introduction

This report is based on the findings and analysis of an evaluation of the skills development programme for members of the Free State Provincial Legislature. Interviews were held with certain members of legislature from 31st of October - 01st November. The report gives an analysis of members' response with regards to the training programmes for skills development of members as well as the impact thereof. A total of 15 individuals in various positions in the legislature were interviewed including legislature officials, i.e. the HR managers, EU liaison officer etc. In the legislature, the interviews concentrated on the Speaker, Deputy speaker, Chief Whips for all parties, chair of chairs, secretary to the legislature as well MPL's who also served as chairpersons on certain Portfolio Committees of the legislature. Unfortunately, the Deputy Speaker was not available for interview.

5.3.2 Background To The Legislature And The General View Of Members Response

The Free State provincial legislature has the ANC as the majority party with three seats belonging to the New National Party, Democratic Party and the Freedom Front. The Speaker and the Chief Whip are relatively new to their portfolios, with the Chief Whip recruited from the National Parliament in Cape Town, and the Speaker from Local Government. There is also a new group of MPL's who have been redeployed from the National Parliament as well other ANC structures. The effect of this, with regard to training, has been that a number of members and two key portfolio holders have not attended training funded by the EU. Furthermore, no EU-funded training has taken place since their arrival. However, in the case of members redeployed from Parliament, they have attended PSP training in their previous role.

At present, the Speaker, with the assistance of his deputy, the secretary of the legislature and EU officer are in the process of identifying members' training and support needs, given all the changes that have occurred. A process for identifying training needs was in place prior to the reshuffling, but it was considered by all parties to be unsatisfactory.

5.3.3 Role Of An MPL

The legislature currently consists of members who had joined the legislature in 1994 and 1999 as well members who have been redeployed there as part of the ANC reshuffling process. Members who have served the longest in this legislature appear to be occupying the senior positions.

.Various roles and competences were discussed with the members based on their positions as well as a generic description of the role of an MPL.

5.3.3.1 Generic Competencies Required by all MP's

- Understanding of legislative procedures

- Computer and IT skills
- Analytical skills
- Public speaking skills
- Debating skills
- Research skills
- Time management

5.3.3.2 Competencies for Committee Work

- Policy analysis and formulation
- Monitoring and evaluation skills
- Management skills
- Presentation skills
- Chairing skills
- Interpretation of legislation

5.3.3.3 Competencies for Political Work in Constituencies

- Negotiation skills
- Organisational skills

The understanding of roles as MPL's, both at portfolio committee level and in terms of constituency work, has been a gradual one where members have become familiar with the full scope of their role over time. Certain members expressed that when they started there were situations where "one had to catch a moving train". There were many cases where there were no explicit roles and no formal role descriptions, e.g. expected functions for serving in a particular portfolio committee. The following are the problems experienced at committee level:

- Systems of operation in the legislature are different from the operations of the relevant department.
- Poor co-ordination between executive and the committee.
- Members serving on many committees, thus having very little time to apply their minds to any one issue.
- Committee co-ordinators are overstretched with work and they end up having not completed their jobs.

The understanding of roles and responsibilities has improved since members have become more familiar with the legislative processes. Many members have developed their own systems to increase efficiency on their work, e.g. developing programmes for their committees beforehand.

The following is a summary of accountabilities as expressed by members during interviews:

POSITION	ACCOUNTABILITY
Speaker	Accountable for running of the legislature
Deputy Speaker	Assisting the speaker in running the

	legislature and development of members' skills
Chair of chairs	Accountable for the co-ordination of all chairs of various committees in parliament.
Chief Whips	Management of party members
Chair of portfolio committees	Accountable for driving legislative and policy formulation process
Secretary of the legislature	Management and administration of sections of the legislature.
HR manager	Accountable for HR needs of members (very limited) and staff
Ordinary member	Accountable for the needs of the constituency. Oversight of the law-making process and the work of provincial departments

The issue of having job descriptions for members is a contentious one. The majority of respondents did not support the idea of having job/role descriptions. They believed that as politicians their roles should remain open and flexible and that they should be able to deal with issues as they arise. They indicated that idea of job description would limit them in the jobs that they are doing. On the other hand, some members believed job/role description should be there so as to provide direction for and accountability of members. With regards to direction, members would know beforehand what is expected of them in terms their duties and performance. One member went as far to indicate that job descriptions should form part of the rules of the house.

In terms of accountability, members are currently not formally accountable to anyone in terms their performance. Again there is no base on which to evaluate members in terms of their performance, as there is no formal framework provided. This in turn, impacts on the feasibility of measuring the impact of training, as it is not possible to assess an improvement in performance against indicators or even a role description.

5.3.4. Needs Assessment

In order to identify the training needs of members, a needs assessment was conducted where members identified their own training needs. As such, a questionnaire was circulated among members. The last needs assessment was done in the 1999 and training that has since been provided has been informed by the needs identified. The assessment identified the following needs:

5.3.4.1. Skills needed for parliamentary process

- Legislative processes (especially new members)
- Policy formulation
- Interpretation of legislation
- Debating skills
- Parliament procedures

5.3.4.2 Computer skills

- Using the internet
- E – Mails
- Word programmes

5.3.4.3 General Training Needs

- Research skills
- Public speaking
- Speed reading
- Office administration.
- Personal finance management

In discussions with respondents around needs assessment, it appeared that although needs assessments were done, the training programme prioritised the needs of the majority party and did not, in certain instances, identify with the needs of some of minority parties. The language issue was cited as one of the problems. Learning Sesotho is a priority for the minority party but not for the majority party. This has led to other parties questioning the validity of the process.

Another issue raised was the mismatch of training needs and resources available. For example, there are cases where members have gone for computer training in 1998 but they still do not have computers to date. Many of the members in this category have forgotten the little that they have learned.

5.3.4.4. Further Training Required

The following list contains training that members indicated they still need. Some has already been provided, but it was felt that further depth was required.

- Debating skills
- Research skills
- Presentation skills
- Interpretation skills
- Computer skills
- Speed reading
- Comprehensive skills

There was an indication that members would like to have the training offered linked to certain tertiary institutions for accreditation purposes. This was looked at from the point of assisting the members when they leave the legislature..

5.3.5 Training Design And Implementation

Consequent to the assessment, the following programme was drawn up by the EU Liaison Officer. Currently the EU in the province has less than R70 000 to spend on members' training for the remainder of the financial year.

COURSE	DATE	ATTENDANCE	EXPENDITURE	SERVICE PROVIDER
1. Computer skills	14-20 April 1998	20	R21 973. 68	Computer services
2. Speed reading and Comprehension Time and Workload Management	22 June –03 July 1998	15	R39 689.10	Leadership Forum
3. Computer Training	06-10 July 1998	13	R14 000.00	Computer services
4. Constituency Training	28 August 1998	28	R14 269.06	Khululekani Institute for Democracy I
5. Media Skills & Public Speaking	18/19 August 1998 & Sept 1998	23 and 25	R24 594.76	Media Training and Dev Trust
6. Media and Communication	29/30 October 1998	18	R26 391.00	Media Training & Dev Trust
7. Constituency Training	24 August 2000	15	R16 497.43	Upright Communications
8. Public Finance Management	25 August 2000	10	R15 900.00	Business & Computer College
9. Economics & Public Finance	9-27 July 2001	6	R12 960.00	Astra Tavel
10. APAC Skills Training Initiative	18-20 April 2001	8	R11 520.00	Rennics Travel
11. APAC Skills Training Initiative	7-9 October 2001	10	R18 000.00	A.P.C.A
TOTAL			R215 777.03	

The design of the individual training programmes had been done by the service providers but was based on the expressed needs of the members.

The reshuffling process in the provincial legislature has had negative implications on the training and other aspects of MPL performance. As indicated before, the majority of training had been done between1998 and 2000. Therefore the last group of MPL's

to deployed to the Free State in the 2001 ANC reshuffle have not been trained or have been trained in the context of Parliament.

Poor attendance of training workshops by members has also been cited as one of the problems. The EU Liaison Officer indicated that training would be planned and be paid for but no one would attend. It is not clear as to whom the members are accountable to for such non-attendance. In other legislatures it would be the Chief Whip, but in the Free State the lines of accountability are less clear.

Despite these problems, members who have attended training are satisfied with the quality of the majority of courses offered. One course that was criticised was that of constituency training, as it was felt to be too simplistic for most of the members who attended. This raised the issue of the tendency to have a "one size fits all approach to training" rather than streaming the training for beginners and advanced skills levels.

The duration of the courses provided was also raised as an issue. There were courses that members felt time was too short to grasp e.g. computer courses. There was a suggestion that at least some of these courses be run during recess of the legislature so as to provide more time.

With regards to evaluation of the training, it was done after each and every course. This type of participant evaluation yielded positive feedback from participants. However, there has been no monitoring and evaluation of the improvement in members' participation in the legislature as a result of the training received. Members did not get to be evaluated to determine whether or not they are applying what they have acquired from training. Such evaluation would be more meaningful than the current method of participant evaluations at the end of every course, as they tend to yield very little valuable data.

5.3.6 Training Results

In general members were positive about the results of the training provided. They were now able to perform duties in the legislature that were initially difficult for them e.g. chairing committee meetings, debating and speaking in the legislature. Respondents felt that if it were not for the reshuffling that had taken place in the province, training results would be much more evident. Most members who had received training had been redeployed to other areas and positions.

The following are comments from members with regards to training results:

- "Training has developed me a lot, especially on public speaking". However, some members expressed a need to further improve.
- "Results are evident but on some training one cannot be sure, as there are no resources to verify that e.g. computer training when members do not have computers."
- "Training enlightened us on approach to work and an understanding of legislative work."
- "Great improvement on debating skills."

On the contrary there were members who felt that:
- "There were still no improvements on understanding legislative procedures by some members."
- "Some members were still not aware of their responsibilities."
- "The impact of low levels of education on some of the members is evident in their ability to participate."

It should be noted that this is anecdotal data only and no verifiable data could be obtained due to the absence of baseline and formative evaluation data.

5.3.7 Induction Courses For Members

Before the opening of the legislature, the province has programmes of induction for members. The programme's objective is to make members aware of expectations on legislature procedures, etc. The majority of members expressed that the induction was good and it was necessary to give them an indication of what they should expect at the legislature. However, respondents also felt that the programmes could improve in many respects.

The following were identified as areas for improvement:
- The programme should target specific tasks performed with the legislature e.g. committee work.
- Induction period could increase to a week.
- Design an additional induction programmes for members who join the legislature after reshuffling.
- Induction does not give an indication on the negative side of things, in terms of equipping members on how to deal with internal divisions that may develop.
- Clarify issues of power and accountability within the legislature e.g. between committees and Executive or Heads of departments.

5.3.8 Institutional Arrangements

The HRD committee is responsible for the training and skills development of members. It is comprised of Liaison Officer, Chief whips, Chair of Chairs and the Deputy Speaker. The specific tasks for the committee are:
- Develop training programme for members
- Accreditation of training
- Ensure quality and relevance of training

However, this committee has since ceased to function. The reason cited was the recent reshuffling of members in the legislature. However, the functioning of the HRD committee before reshuffling had been sporadic and at times its outputs unclear. A number of members interviewed were not even aware of the existence of such a committee.

As an alternative to the HRD committee, an informal structure co-ordinated between the EU-liaison officer, secretary of the legislature and the Deputy Speaker has been established that has sought to operate in the vacuum created. However, even this structure has had problems in that some members felt that they were not being consulted.

A new committee is yet to be formed with the arrival of the new Speaker.

While the PSP is seen as one of the structures for training and skills development of members, a number of respondents were not aware that there was an EU Liaison Officer tasked with the coordination of the training of members. Some of the chairpersons of committees had identified needs within their committee work but did not know how to go about getting the necessary support from the institution for the provision of training. Therefore the EU Liaison Officer needs to be more visible and their role and resources be made clear to members.

The relationship between the MPL's and the NCOP was cited as good but there were areas where there was a need for improvement.
The following problems were cited:
- Rotation of information and communication could improve.
- Some permanent delegates not accessible.
- Some of the roles of the NCOP are not clear to members.
- The structure is not clear enough.

The institutional arrangements indicate that a lot of gaps that exist. Therefore some of the systems within the legislature need revisiting to make them work efficiently.

5.3.9 Recommendations
1. Support be given to the current needs assessment process to ensure the outcomes provide a fair representation of the needs that exist
2. Ensure that the assessment of needs is done against some form of role description to provide a framework for future training
3. Improve the institutional arrangements for the co-ordination of training and ensure members are aware of the structure and how to access it
4. Establish a monitoring and evaluation system to assess the outcomes of training

5.3.10 List Of Respondents

NAME	DESIGNATION	PARTY
Sello Tshabalala	EU liaison officer	Support Staff
Mohapi O.J	Speaker	ANC
Mohai S	Chief -whip	ANC
Worth D	Whip	DP
Swanepoel J	Whip	NNP
Oosthuizen J	Prov. leader	FF
Segalo I	Chair of chairs	ANC
Monareng N	Chairperson tourism, environmental and economic affairs and agriculture	ANC
Marais A	Chairperson finance committee	ANC
Letsoha - Matae	Chairperson local govt and housing and technical committee	ANC
Noe E	Chairperson- social development	ANC
Mokitlane C	Chaiperson, prioritising committee	ANC
Mofokeng L	Acting Secretary	ANC
Pitsane B	HR manager	Support staff

5.4 Mpumalanga Legislature Report

5.4.1 Introduction

This report is based on the findings and analysis of an evaluation of the training and support programme for members of the Mpumalanga Provincial Legislature. Interviews were held with selected members of legislature from 6th of November - 08th of November. The report gives an analysis of members' response with regards to the training programmes for members as well as the impact thereof. A total of 8 individuals in various positions in the legislature were interviewed including opposition members and legislature officials, i.e. the HR managers. It should be noted that the sample is incomplete due to the fact that some of the members were not available for the interviews. Efforts were made to meet them and later to interview them telephonically, but due to the programme and schedules of the legislature they could make themselves available.

5.4.2 Background To The Legislature And The General View Of Members Response

The Mpumalanga provincial legislature has 30 members excluding the MEC's, with the ANC as the majority party with 26 members and the last 4 seats belonging to the New National Party, Democratic Party, United Democratic Party and the Freedom Front. The ANC has a new Chief Whip who expressed that it was in his plans that new strategies were to be put in place to deal with the training of members. The strategy is going concentrate on strengthening relations through team building and for members to be open about their training and support needs.

The composition of the legislature is characterised by members who had been in the legislature for a long period of time. In addition, some members had been MEC's before and some were redeployed from the National Parliament. The same is true in the opposition, where members have been serving in legislatures for some time, with the exception of the leader of the UDM. Therefore the legislature presents a combination of members who have a great deal of experience, and a small minority who are relatively new to the role.

5.4.3 The Role of an MPL

There appeared to be a clear understanding of roles with all the members that were interviewed. However, the understanding of the role of a member developed over time, as members gradually gained more experience in the workings of the legislature. Members expressed that initially it was difficult to grasp what their role would be, as they were given little direction in this regard. Various roles and competencies were discussed with the members based on their positions as well as the more generic role of an MPL in the legislature.

5.4.3.1 Generic Competencies required by all MP's

- Understanding of legislative procedures

- Computer training
- Analytical skills
- Public speaking
- IT skills
- Debating skills
- Economic issues
- Research skills
- Public participation skills
- Gender promotion

5.4.3.2 Competencies at Committee Level

- Policy analysis and formulation
- Monitoring and evaluation skills
- Management skills
- Presentation skills
- Chairing skills
- Interpretation of legislation

5.4.3.3 Competencies at personal Level

- Financial management
- Time management

The following is the reflection of accountabilities as understood by members:

POSITION	ACCOUNTABILITY
Speaker	Accountable for running of the legislature
Deputy Speaker	Assisting the speaker in running the legislature and development of members' skills
Chair of chairs	Accountable for the co-ordination of all chairs of various committees in parliament. Tracking decisions and implementation thereof.
Chief Whips	Management of party members Training needs for party members Holding accountability of members
Chair of portfolio committees	Accountable for driving legislative and policy formulation process
Secretary of the legislature	Management and administration of sections of parliament.
HR manager	Accountable for HR needs of members and staff
Ordinary member	Accountable for the needs of the constituency. Serving the legislature Oversight role

Members are divided on the issue of the need for a job/role description. Within the same party there were members who felt that there was no need for a job description and others felt it was a necessary document. From within the opposition, a similar situation occurred where there were members who felt it was needed while other felt it was not.

Members who felt there was no need for a job description gave the following as reasons:

- Politicians get to deal with a lot of issues that affect their constituencies, as well as within the legislature, therefore the idea of having job descriptions will limit them in their work
- The majority of the politicians' work is an oversight role on activities being implemented by provincial government and thus job descriptions would therefore confine them as they attempted to perform oversight activities

Members who felt that a job description is necessary gave the following reasons:

- Members are dealing with a lot of issues, more especially at committee level, therefore job descriptions would help to create focus and give direction.
- Chairpersons of portfolio committees have specific tasks that they need to complete within their committee work. Therefore in order to indicate achievements of those tasks, they need to have job descriptions.
- For members to have clear mandates in the work that they do, they need to have job descriptions.

5.4.4 Needs Assessments

In order to identify training needs for members, assessments were done through the circulation of the questionnaires developed internally by the HR Department and secretary of the legislature. In the questionnaire, members indicated the type of training they require to increase their efficiency in performing the expected functions. Based on the outcomes of the questionnaire, the HR department then drew up the training programmes for members.

It should be noted that the legislature used to have the HRD committee as the structure responsible for the training of members, which was a sub-committee to the Internal Arrangements Committee. However, it has ceased to function as it was not operating efficiently. It was also indicated that the EU funding available for training for this financial year has virtually been exhausted.

Outside the formal needs assessment process, there are a number of other methods that have been used to identify training needs:
1. Members were also asked to identify existing training programme through which they felt they could benefit.
2. Training needs are also identified at committee level where chairpersons of that particular portfolio committee will identify training needs that arise from an observation of the work that they do.

3. The office of the ANC chief whip also identified training needs as a result of teambuilding meetings they have held with members. It is believed this is where members become most open about their training needs. In other instances members are reluctant to divulge their capacities, especially to HR staff. With the chief whip at least members are open.

The prioritisation of the training for members is based on the needs identified from a combination of the areas mentioned above. Training programmes are then developed and made available to members. Respondents were satisfied with the accuracy of the training needs identified through this combination of processes.

However there was an indication that not all members were aware of the process that was engaged upon when identifying the needs of the members. They indicated that they only saw letters from the speaker's office indicating training that they need to attend. This is indication of a need to improve communication between members and people responsible for the training of members.

Based on the needs assessment members expressed the following as the areas that they would like to have training on or further training.

5.4.4.1. Skills needed for legislative process:

- Legislative processes (especially new members)
- Policy formulation
- Interpretation of legislation
- Debating skills
- Parliament procedures

5.4.4.2 Computer skills

- Using the internet
- E – Mails
- Word programmes

5.4.4.3 General Training Needs

- Research skills
- Public speaking
- Speed reading
- Office administration.
- Personal finance management

Based on the assessments that were previously done, the following were the courses scheduled:

MPUMALANGA PROVINCIAL LEGISLATURE EMPOWERMENT PROGRAMME FOR MEMBERS

COURSE	TARGET GROUP	PROVIDER	DATES	TIME	VENUE
Leadership skills for Women's Caucus	Members of women caucus	SIDA	19-20 April 2001	08h30 - 16h00	Legislature
Presentation on employment equity	All members	Mandate Molefe	02 May 2001	14h00 - 17h00	Legislature
Change management Module 3	Member's change Management team	Jan Webster		08h30 - 16h00	Legislature
Computer training: Intro to Windows; MS Word Basics; group wise, internet; MS Excel basics; Excel advanced; word advanced	All members		Wednesdays	Full day	legislature
Political office bearers	All members			08h30 - 16h00	Legislature
Budget processes and monitoring	All members	Joan Fobbs	23 - 24 July 2001	08h30 - 16h00	legislature
Policy analysis and oversights	All members	Provincial Parliamentary. Programmes	25 July 2001	08h30 - 16h00	Legislature
Budgets from gender perspective	All members	AWEPA	27 July 2001	08h30 - 16h00	Legislature
Briefing on Public	All members	Department of	15 august 2001	08h30 - 16h00	Legislature

Finance management Act				
		State expenditure		
Media Relation, Handling the Press	Speaker Mr. Lubisi Mrs Mabena Mr Chiwayo Mr Ngwenya Ms Mahlobongoane Mr Hatch Mr Pasha	Upright Communication s	7-8 September 2001	08h30 - 16h00	Loegislature
Briefing on personal tax	All members	SARS	January 2002	08h30	08h30 - 16h00
Speed reading	Speaker Mr. Lubisi Mrs Mabena Mr Chiwayo Mr Ngwenya Ms Mahlobongoane Mr Hatch Mr Pasha	Follow up course on media relations	October 2001	08h30 - 16h00	legislature

5.4.5 Training Design And Implementation

The design of the training programmes for members has been left to the service providers and each course is evaluated through participant evaluation forms once it has been finished.

Members expressed satisfaction with the way programmes were designed but there were areas where they felt it could improve. One of the areas was around the methodologies used to implement the programmes. Some members expressed that it could be better, that practical methods be used as way of conducting programmes as compared to lecturing methods. This would help in ensuring that members had a practical understanding of what they did. The second area was around the duration of some of the courses. Members felt that some of the courses were too vast and technical to grasp in a short period. A number of members felt that some of the courses were done on an ad hoc basis and they lacked co-ordination.

The legislature lacks a formal monitoring and evaluation system for its training programme. The impact of the courses that members attended was not assessed to identify if they are implementing the skills they have acquired during training. This was seen as a very important issue that needed to be addressed.

The legislature has initiated a process of improving its training programmes. Previously they were using a "one size fits all" approach to training. This had negative implications in that members are not at the same skills level on various training courses that were provided. The legislature is now in a process of dividing training according to modules where members would know at what level do they need to start training.

5.4.6 Training Results

Members were positive about the outcomes of the training provided. There were indications that members were now able to perform work that was previously a problem for them, e.g. parliamentary debates. The improvement of members in their role was not instantaneous but was a gradual process that is still continuing.

5.4.7 Induction of Members

Members were divided in the opinion of the induction process in the legislature. Some members felt that it is valuable and others indicated that it is poorly organised. Members stated that the induction programmes could improve on the following content areas:

- Rules of the house
- Powers and privileges of members
- Code of ethics
- Expectations
- Personal finances

It was reported that the legislature did not have an induction workshop per se, but rather at the opening of the legislature members are given induction packages for them to read. Members felt that this was insufficient and a full week-long course for all members is necessary for members to fully clarify and discuss key issues surrounding their roles.

Members also suggested that parties could be responsible for certain parts of the induction process for their members, such as the workings of the legislature, legislative procedures and rules of the house, constituency work and oversight. Such an induction process should also look to complement the contents of the induction handbook.

5.4.8 Institutional Arrangements

In terms of the institutional arrangements, the HRD committee, which consists of the Deputy speaker, chief whips, HR manager, EU Liaison officer, the secretary and the skills development facilitator, was responsible for the co-ordination of the training of members. However this accountability has been withdrawn due to the fact that the committee has failed to meet regularly. The main tasks of the committee were:

- Develop a training programme for members based on the needs identified by members.
- Prioritise training provision based on the programme of the legislature and availability of members.

The training of members is currently arranged through collaboration between the office of the speaker, secretary of the legislature and the HR department. The HR department arranges training for members informed by the questionnaires that were circulated to members.

Members interviewed understood that their training needs were dealt with from the speaker's office as the HRD committee was no longer functioning. They expressed no problems with this structural arrangement. While the PSP was seen as one of the structures for providing training for members, the institution does not have an EU liaison officer and some members were not aware that the majority of the training was funded by the EU.

The relations between the MPL's and the NCOP was felt to be good but there were areas that it could improve on, especially on the following:

- Structural arrangements.
- Members should attend parliamentary briefings and meetings.

5.4.9 Recommendations

- The revision of the training programme that has been initiated should be completed, with particular focus on the provision of different levels of training as required by the existing capacity of members
- A monitoring and evaluation framework for the training programme needs to be put in place to determine the outcomes of training

- The issue of a role description needs to be debated fully with all members and political parties
- The induction process for new members needs to be reviewed and formalised prior to the next elections
- A formalised process for the co-ordination of training is required to ensure continuity and efficiency and members need to be well informed of both the process and those accountable

5.4.10 List Of Respondents

NAME	DESIGNATION	PARTY
Mrs T Mabena	Chair of chairs	ANC
AF Mahlalela	Chair petitions and public participation committee	ANC
JL Mahlangu	Chief Whip	ANC
J Nkuna	Chair public Accounts Committee	UDM
M Visser	MPL	NNP
J Mthembu	Chair Arts and Culture	ANC
L Moale	Secretary of the Legislature	Staff member
MR Sambo	HR HEAD	Staff member

5.5 *Northern Cape Legislature Report*

5.5.1 Background

The Northern Cape is a 30-member legislature with the ANC as the majority party commanding about 28 seats followed by the National Party with 8 seats and the last two shared between the Democratic Party and the Freedom Front. Interviews were held with about 15 members including the support staff on the evaluation of member's training and support as identified by the institution through the support of the PSP. This report will give an analysis of members' response with regards to training based on an understanding of roles, needs assessments, training design and implementation and institutional arrangements. The sample was almost complete in that only two of the members of the opposition were not available, i.e. members from the Democratic Party and the Freedom Front.

The legislature has been largely unaffected by reshuffling with only four new members replacing those who were redeployed. As for these new members they were not yet aware of some of the procedures of the institution, e.g. the members training programme and other internal arrangements.

There were cases where members indicated having not attended a particular training event. In most cases it is not that members did not want to attend, but it should be understood that the legislature is small and members have to deal with a large workload and multiple roles. This results in members having no time to attend some of the training.

5.5.2 Role of an MPL

Members expressed that the understanding of their role was changing, having moved from a layman's understanding in the early stages to a more sophisticated one during the course of fulfilling their legislative work.

From the discussion the following were expressed as the generic roles and competencies for members:

5.5.2.1. Generic Competencies Required for MPL's

- Understanding of legislative procedures
- Computer training
- Analytical skills
- Public speaking
- IT skills
- Debating skills
- Economic issues
- Research skills

5.5.2.2. Competencies at Committee Level

- Policy analysis and formulation
- Monitoring and evaluation skills
- Management skills
- Presentation skills
- Chairing skills
- Interpretation of legislation

5.5.2.3 Competencies for Political Work

- Negotiation skills

5.5.2.4 Competencies at personal Level

- Financial management
- Time management

The following is the reflection of accountabilities as understood by members:

POSITION	ACCOUNTABILITY
Speaker	Accountable for running of the legislature and development of members' skills.
Deputy Speaker	Assisting the speaker in running the legislature
Chair of chairs	Accountable for the co-ordination of all chairs of various committees in parliament.
Chief Whips	Management of party members
Chair of portfolio committees	Accountable for driving legislative and policy formulation process
Secretary of the legislature	Management and administration of sections of parliament.
HR manager	Accountable for HR needs of members and staff
Ordinary member	Accountable for the needs of the constituency. Oversight of the delivery of services Law-making

The understanding of roles at portfolio committee level in the Northern Cape legislature is a very challenging one. Due to smaller numbers of the legislature members get to chair in more than one committee, included in this is the deputy speaker who also chairs in some of the committee. Therefore their roles need to have even greater clarity to ensure efficiency and prevent role confusion. It is mostly at committee level where members get to develop new roles that were not communicated to them. Some of the members create close relationships with the departments they are overseeing so that they can be kept informed by the heads of departments. They see this as part of their oversight role.

On the issue of job/role descriptions, the responses of members varied amongst members of the majority party as well as from the opposition. Members who were pro job/role description indicated that there was a need to have job description so as to create direction as well as know their key performance areas to guide them in prioritising their work accordingly. They argued that members need to be focused as well as be accountable for the work that they do. It still remains a very contentious issue, on who are members accountable to as well how can they be held accountable for the roles they perform.

Members who were against having job description indicated that the work of the politician is very open; they get to deal with a lot of issues. The idea of having job description would in a way limit them. Instead there can be loose guidelines that will help members have direction.

5.5.3 Needs Assessment

In order to identify the training needs of the members, needs assessments are conducted through the circulation of questionnaires where members are expected to identify their own training needs, as they understand them. The last assessment was done in 2001. However the training that has taken place this year has not been informed by these the latest assessment. That assessment will only inform the needs for the next financial year. The circulation of questionnaires is the standard way of assessing the training needs of the members. However, some of the needs have also been identified at a committee level as well as from the whippery of the legislature. In the case of the office of the chief whip, there is a study group where members interact with the chief whip to discuss issues they are faced with within the legislature, including the issue of members' training.

The following were the training needs that members appeared to still required to m\be met based on assessments:

5.5.3.1 Skills needed for parliamentary process:

- Legislative processes (especially new members)
- Policy formulation
- Interpretation of legislation / bills
- Debating skills
- Parliament procedures (e.g. language of the legislature)
- Speech writing

5.5.3.2 Computer skills

- Using the internet
- E – Mails
- Word programmes

5.5.3.3 General Training Needs

- Research skills

- Public speaking
- Speed reading
- Office administration.
- Personal finance management
- Report writing

The following training programmes has been developed in the light of members'
training needs.

NORTHERN CAPE PROVINCIAL LEGISLATURE
TRAINING FOR MEMBERS
2000-2001

No.	TRAINING COURSE	SERVICE PROVIDER	DATE	BUDGET
1.	COMPUTER TRAINING	MICRO TECHNOLOGIES	5-9 OCTOBER 2001	34 500,00
2.	ECONOMIC LITERACY	STELLENBOSCH SCHOOL OF GOVERNMENT	21-22 NOVEMBER 2000	46 000,00
3.	APAC WORKSHOP	AFRIC CONSULTANTS	28-29 MAY 2001	43 925,6
4.	APAC WORKSHOP	AFRIC CONSULTANTS	7-9 OCTOBER 2001	26 000,00
5.	CONSTITUENCY TRAINING	UNIVERSITY OF THE WESTERN CAPE	FEBRUARY 2000	
6	COMPUTER TRAINING	ISAGO TECHNOLOGIES	JULY 2000	

The opposition party seemed satisfied with the way assessments were carried out in the legislature. However, they did indicated that they considered the training to be " better than nothing", indicating a sense of having to settle for what they got.

The following list includes the training needs where members felt they still needed development:

- Computer training (basic and advanced, e-mails)
- Finance and budget management
- Public speaking
- Research skills
- Report writing
- Time management
- Protocol
- House Language
- Speech writing

5.5.4 Training Design And Implementation

The design and implementation of the courses for members has mainly been the task of the service provider, but the relevant committee within the institution endorses the strategies used. To select the service provider the legislature would use the following criteria:
- Should efficiently address the needs
- Should be within the budget
- Should be from the previously disadvantaged groups
- Good profile

From the interviews members appeared to be satisfied with the way training had been designed and implemented. Problems that were encountered were around the following:

- Duration of some of the courses is too short for members to sufficiently grasp the issues eg. computer courses.
- Courses provided were a one size fits all, while the levels of skill of the members are different.

While the participant valuations of courses were all positive, except for the reasons stated above, the institution does not have a formal monitoring and evaluation systems in place. This would require more than the participants' perception of the quality of training, but rather an assessment of the ongoing impact of training on the ability of members to successfully perform the functions of their role. The design and implementation of such a system should become a priority for the legislature.

5.5.5 Training Results

Members felt that there were visible improvements in their performance in terms of their legislative work. Some of the issues that were a problem for members were no longer an issue. As an example, members can now address the legislature and handle debates without problems. However continuous development and support is necessary, as some members still need to further develop their skills. (See section 5.5.3).

5.5.6 Induction Course for Members

Before the opening of the legislature, the province holds a programme of induction for · members. The programme's objective is to make members aware of expectations on legislature procedures and rules.

The majority of members felt that the induction process was a good one as it was necessary to give them an indication of what they could expect at the legislature. However, respondents felt that the programmes could improve in many respects, especially on the political nature of their role.

The following were identified as the areas for improvement:
- The programme should target specific tasks performed with the legislature e.g. committee work.
- Hold induction programmes for members who have joined the legislature after reshufflings. One member expressed that short induction for new members could help, particularly around legislative proceedings..
- An in-depth module on all the legislative procedures, e.g. language, debates, etc.
- Need of a yardstick to guide members on their work and to maintain standards.

5.5.7 Institutional Arrangements

The response of members with regards to institutional arrangements differed, depending on their knowledge of the institution. Not all members were aware of the members' training committees and its functions. It appeared that members were only aware of their training needs being identified through the Speaker's office. People who were aware of such a committee were only those in managerial positions, e.g. the chief whips, speakers, etc.

The legislature had established an HRD task group which has now ceased to function. Due to the busy schedules of stakeholders within the committee, it failed to meet regularly. In summary it can be said that it failed due to communication breakdown and the poor alignment of its meetings to the programmes of the legislature. The task group was constituted by: chairperson, reps of political parties, secretary of the legislature and the EU liaison officer. The terms of reference for the task group were to:

- Identify the training needs for members
- Implement training
- Administer meetings
- Write reports on training
- Ensure funds were available from the EU.

As an alternative to the HRD task group, training is coordinated from the Speaker's office through the "Members First" programme. The programme aims to develop and capacitate members by taking care of their support and training needs. The rules committee is the final decision making body on the training of members in that they endorse the training programme that has been developed. As indicated before training would be identified at committee level, whippery and by the HR department in conjunction with the EU liaison officer and a document submitted to the rules committee for approval. The rules committee is constituted by:

- Party representatives (all parties)
- Speaker
- Whips
- Secretary of the legislature
- Leader of the House

The role of the EU Liaison Officer has been identified as follows:

- Proactive role on preparing members for training
- Supportive role
- Logistics
- Application for funds

The current arrangements on the training and skills development of members appear to be working in as far as training events are being regularly conducted on the basis of needs identified. In terms of the impact of training on member's performance, no monitoring system is in place.

The relationship with the NCOP was described as good but there were indications that it could improve in the following aspects:

- Improve communication
- Increase their visibility, especially at national level

5.5.8 Recommendations

The training and support programme for members could be improved with the following interventions:

- Formalise and document the needs assessment process so all members are aware of how it is done
- Formalise and document the structural arrangements for the co-ordination of training so all stakeholders are aware of the training programme and how it is co-ordinated
- Introduce a monitoring system to monitor both the quality and impact of training
- Introduce a debate on the role of an MPL and suggest the drawing up of a generic role description that can be made available to all members, especially as part of the induction process
- Revise the induction programme in preparation for the 2004 elections

5.5.9 List Of Respondents

NAME	DESIGNATION	PARTY
Lucas S	Chairperson	ANC
Selao S	Chairperson	ANC
Asiya SE	Chair of chairs	ANC
Dirkse H	Chief - whip	NNP
Boezak L	Chief - Whip	ANC
Milford H T	HR Manager	Support Staff
Morometsi SI	EU liaison officer	Support staff
Mashope MG	Secretary of the legislature	Support staff
Smith CAT	Speaker	ANC
Hollander PM	Deputy Speaker	ANC
Molusi	Chairperson	ANC
Dyers M	Ordinary Member	NNP

5.6 Kwazulu/ Natal Legislature Report

5.6.1 Introduction

This report presents the findings and analysis of an evaluation of the skills development programme for members of the legislature in KwaZulu-Natal. The method used was interviews of the key stakeholders. These were conducted from 6 to 8 November 2001 in Pietermaritzburg and Durban.

At the time of the PSP evaluation, the Secretary and the Deputy Secretary were under investigation and were suspended. The head of the administration was very helpful. However, the experience of tracking down members for interviews was a frustrating one, in spite of appointments having been set well ahead of time. With the exception of the Speaker, all the members were not in the Legislature as arranged. They were attending workshops in three different venues in Durban.

The EU liaison officer responsible for the arrangements was also not available. This had the effect of compromising aspects of the evaluation, such as officials as well as members giving less than adequate time to the interviews. Out of a sample of 20, 18 people were interviewed.

5.6.2 Role of an MPL

In responding to the question about their understanding of their role and function, members mentioned the similar things, with some emphasising different aspects of the function and competencies. They expressed the need for skills in the following areas:

5.6.2.1 Generic competencies required by all members

- An understanding of the constitution of South Africa.
- An understanding of the rules of the legislature
- An ability to maintain a good relationship with the constituency that they represent in the legislature.
- Good knowledge of the budget
- Good knowledge of the functioning of the civil service
- Knowledge of various acts
- Skills to perform oversight function

5.6.2.2 Competencies required at portfolio committee level

- Ability to understand the department and field to which the portfolio committee relates.
- Link between budget and implementation of programmes

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- Ability to conduct public hearings
- Understanding of the processes of formulating bills

5.6.2.3 Competencies required for party political work

- Understanding the policies of the party
- How to run and manage a constituency office
- Constituency office administration.
- Ability to give clear report back
- How to assess the needs of the constituency
- How to ' push the party line' in the legislature
- Conflict management and resolution
- Organisation development skills
- Leadership skills
- Training of trainers skills

5.6.2.4 Competencies required at individual level

- Time management
- Speed reading
- Documenting skills
- How to create a balance between personal and political roles

There is a dynamic operating within the legislature that was referred to by a number of members interviewed, and given the extremely conflictual history of the region, it is not surprising that some of these tensions still exist as an underlying current in the legislature. Three members separately mentioned that there is disagreement in the legislature as to who is its ultimate leader, the Speaker or the Premier. It is felt that this disagreement is a function of party allegiances, as the Speaker is from the ANC and the Premier from the IFP. As such, initiatives that emanate from the Speakers office tend not to have the total support of all members. This may well impact, however subtly, on the EU/PSP members' training programme and therefore needs to be raised in this evaluation.

Another factor that appears to impact on the training programme in relation to their role is the understanding of some members that their competency to fulfil their roles is irrelevant since as the people who elected them to be in their positions. They were therefore not subject to a selection panel, appointed for particular skills, but rather appointed to represent the views of the people who elected them in the legislative process.

Almost all the members interviewed said that they think that a job/role description would be useful, because it would minimise the feeling that they have been thrown in the deep end to swim or sink. Whilst they currently get a sense of what they are meant to do from the Constitution and regulations, they indicated that they do not have enough detail on

what they are accountable to do. Those few members who did not support the idea of job/role descriptions felt that such prescription would be limiting and their parties always give them clear mandates, which change from time to time. A job/role description would take away their flexibility, in their opinion. Some officials also pointed out that the members are not employees and the question of job descriptions is not relevant. They said that the question should be around accountability, and that is the responsibility to the members' constituency. This clearly raises the need to clarify levels of accountability applicable to members to be fully debated in the legislature and political parties. One member suggested that instead of job descriptions there should be a document clarifying roles and responsibilities, especially for Speaker, Deputy Speaker, Chief Whip and Whip as well as leader of the house.

5.6.3 Needs Assessment

5.6.3.1 Skills needed for legislature activities

There seems to be an arrangement whereby members of the different committees, especially the chairs, may identify a training need based on the problems that the committee might be experiencing. The chairperson will then bring this item to the meeting of all chairpersons where a decision will be made on whether to proceed with such training or not. The issue is then tabled at the meeting of the HRD committee, which will then plan for the training.

Initially the HRD committee had developed a long list of possible training that members could undertake. A questionnaire was then developed asking members to indicate areas of need and interest from this list. Unfortunately many members did not respond and the initiative was not pursued.

Members still feel that the committee-based process of identifying needs is adequate and that it accurately assesses their training needs. The female members pointed out that through their forum they were able to identify additional needs as women.

Female members felt that they do have special needs because of the history of women's status in this country and internationally. However they could not clearly say what specific training they need. They mentioned that they had organised additional training on engendering budgeting, which was very well received by all participants. Only one respondent mentioned that they need to be trained on how to manage the situation at home where women are now bringing higher income than their partners and the situation has become difficult.

One member said that as far as she is concerned, the process employed to assess the needs of the members is not accurate, since some members do not know what they don't know. Therefore a combination of asking members as well as using experience of other members has to be used to guide the process. Training institutions with experience in needs assessment could be utilised to compliment the current process. .

5.6.3.2 Skills needed for constituency work

Members have attended a workshop on constituency work. However, at least one member mentioned that there are still problems in running constituency offices.

5.6.3.3 Computer skills

Most members expressed the frustration that in this day of information and communication technology they have no computer skills. They mentioned that the legislature took a decision to have 'paper free' legislature however nothing is being done to prepare the members for such legislature.

The argument given for not prioritising skills training in computers by the HRD is that members do not have computers on which to practice the skills and therefore it would be a waste to provide such training.

5.6.3.4 General training needs

A few members said that the process of assessing needs is not adequate in one particular aspect - that members who need special training like ABET will not express such a need out of the extreme embarrassment it would cause. He said that confidential one-on-one interview with an external person would bring out member's training needs more accurately.

Some male members said that they feel that women 'hide behind men', that female members should be trained to have more self-confidence.

5.6.3.5 Further training needs identified

Women need more training related to legislation that particularly affects women:
- Self confidence
- Computer skills
- Basic research skills
- Office administration
- How to manage resources
- Public speaking skills

One member suggested that care should be given to individual members if real empowerment is the objective. She mentioned that often the questionnaire is not focused. She said that one-size fits all approach to training are a waste of time.

An important factor mentioned by at least two members is that training is not always the solution to the problems that members have. It was pointed out that members generally do not read documents given to them.

Some felt that party caucus should be used more to identify members training needs.

5.6.4 Training Provided Through The EU/PSP Programme In The Last Three Years

It was not possible to establish exactly when the training had taken place because the members could not remember. As interviews were held through a process of asking members and officials to step out of workshops being held in Durban, they had no documentation to which to refer.

Most members had attended at least four training sessions. They listed the following training courses:
- Constitution and the legislative process
- Political management of parliament
- Managing constituency office
- Media training
- Public speaking and debate
- Speed reading and comprehension
- Time and work load management
- Budgetary process
- Project management
- Effective meetings.

5.6.4.1 Training Design

The HRD committee, in consultation with the EU Liaison Officer, is responsible for the design of the workshops and training sessions. Training is put out for tender and the criterion used to select the best suitable training is a combination of cost and relevance of the proposed course design. The development of a training programme is based on the needs assessment process described in section 5.6.3.

5.6.4.2 Training Implementation

Most members interviewed indicated that they have attended training provided by the PSP. However, those who are responsible for the logistical arrangements had indicated low attendance as a major problem in the legislature.

5.6.4.3 Quality of training

The majority of respondents said that the training had been of a reasonable quality and that role-playing and group work had been methods that were most helpful, whilst lectures are a waste of time for most members interviewed.

Some of the more experienced members of the legislature felt that the training was not helpful for them. They mentioned that it would be useful if training could be targeting people at different levels. That it should be packaged in modules so that advanced levels could be provided to members who need them. However, others felt that training standard should be based on the job at hand and not members' past experience.

Members said that some external consultants used as trainers were too academic, they found the use of the departmental officials more useful because they use relevant examples and they are able to apply the knowledge immediately.

One member said that she feels that Whips should make input on who provides the service. She believed that sometimes quality is sacrificed when cost is made a criterion on which selection of provider is made.

More experienced members felt that the impact of the short one to two day training given is questionable, as the needs among those previously disadvantaged are huge.

5.6.4.3 Evaluation of training

All training had participant evaluation forms at the end of the course. Members said that they were not sure about what happens to the input in the evaluation forms since the changes that they raised are not taken into account in the subsequent training. The members of the HRD committee said that they do assess the forms and make the necessary adjustments.

One member said that it would be useful to get feedback form the officials on what the rest of the members had said about the training in the form of a short summary report.

5.6.4.4 Training Accreditation

Members said that accreditation might help motivate them to attend training. One member felt that the training is too adhoc and members attend for half a day only while others sleep during the training. He feels that it would not be appropriate for members to get accreditation for such participation in training.

Another member raised the question of how members would be assessed so that the accreditation could have some value. He said that certificates of attendance in his opinion have no value.

Most members mentioned the APAC training and said that it could be used as a model for other training programmes.

5.6.5 Challenges and limitations

Attendance of training was generally very poor. In one instance four out of twenty expected participants turned up for the training. The legislature came up with a resolution that compels members to pay for expenses incurred in the planning of the training if they do not attend after indicating that they would attend. Since the implementation of this policy, attendance has improved.

It was also felt that training is generally not gender sensitive and that only women attended training that included a dimension on gender.

5.6.5.1 Training Results

Benefits at an Individual Level :

Members who attended training all felt that they benefited from the training. One member said that he is now a new person since he has received training. Most of the members mentioned that they are now much more confident than when they first came into the legislature.

Benefits at an Institutional Level:

Members who have been in the legislature for a longer period of time than most point out the fact that there is a remarkable difference between the new members and the old ones. Those who participated in the training conduct themselves differently from others during debates as well as in how they relate to members of other parties.

Members are now able to hold departments accountable as well as demanding that presentation of budgets and plans should be tabled in a way that is more user friendly. One member said that ' departments can't fool around with us anymore.

The quality of the debates indicates that an increased number of members now read documentation and do make use of the researchers in developing their inputs.

5.6.6 Induction Of Members

The induction programme in this legislature is a one to two day process, though some members thought that it is about one week. There is general agreement on the quality of the induction with almost all members saying that it is not adequate. Most of them feel that it should be spread over a longer period. The suggestions range from two weeks to two months.

They felt that there was enough focus on the administrative side of the induction and nothing on roles and functions especially on portfolio committees. Members felt that the induction programme did not adequately prepare them for their oversight function and felt that engagements with officials from the departments were disempowering.

One member felt that an induction of more than two days would result in information overload. Another member found the existing experience overwhelming. He thinks that the process should be made simpler.

Two members felt that parties should play a greater role in preparing their members and they should ensure that people who are on party lists should be elected only if they have the capacity to perform their legislative function.

Members felt that there should be orientation in committees with basic modules on content, for example health committee should be given a brief course on health. Terminology often used in departments should also be provided.

5.6.7 Institutional Arrangements

There is an HRD committee, which is a sub-committee of the Executive Board. It is comprised of members from different parties plus the EU liaison officer, HR manager and the head of committees. There are no clear terms of reference and the committee deals with all matters related to training. The view expressed is that the committee does not take the training programme seriously.

While most members mentioned the existence of the HRD committee, at least two members believed that there was no HRD structure for members in the legislature. The two members mentioned that there was an HR specialist who had left the institution, and therefore in their opinion the HRD function stopped when the person left.

A number of members who do not sit in the HRD committee did not know about the institutional arrangements around the programme and the role of the HRD committee in facilitating them. Most said that they are not aware of any systems and cannot comment on whether they work well or not.

The members said that generally they are happy with the way information flows in terms of notices about training. At least two members felt that their workload should be taken into account.

The feeling expressed was that a highly qualified and skilled person needs to be employed and should operate from the office of the Speaker to ensure that training was prioritised and a substantial programme developed. The planning of training by the existing structure is believed to be *ad hoc* and therefore insufficient.

EU/PSP training is not an integral part of the legislature programme in this case, in the opinion of respondents. Furthermore, there appears to be a clear separation between the PSP training and the work place skills development of the legislature, a programme which seems to occupies a more central position in the life of the legislature. Given that dynamic, it may be worth considering incorporating the two programmes into one to avoid this kind of compartmentalising and labelling of complimentary initiatives.

5.6.8 Recommendations
- The HRD committee formalise and document their role and the system that operates to co-ordinate and plan training for members

- Such a document be circulated and discussed with members to ensure they are aware and supportive of the process
- A formal training programme be posted widely and distributed to all members
- The issue of participation, assessment and accreditation be fully debated by the HRD committee
- A role description be drafted for discussion by members
- The induction process be reviewed and revised prior to the next election
- Training be organised according to skills levels, with beginner and advanced courses
- A systematic monitoring and evaluation system be introduced

5.6.9 List of Respondents

Category	Name	Designation
Speaker	Inkosi Mdletshe	IFP
ANC Chief whip	Ms CM Cronje	Chief whip
DA chief whip	Ms B Scott	DA
Deputy chair of chairs	Ms B Scott	DA
Chair person finance	Mr Xaba	ANC
Chair public accounts	Mr M Tarr	IFP
Chair of education	Mr SB Ngidi	IFP
Chair of chairs	MR BH Cele	ANC
Leader of minority front	Mr A Rajbansi	Minority Front
NNP member	Mr V Volker	NNP
ACDP member	Ms JM Downs	ACDP
UDM member	Mr Nxumalo	UDM
Officials.	Mr CM Mbuyazi Mr Dube Mr BD Sibisi Mr SR Muthige Mr ES Sokhela Ms NP Dube	Head of committees HR manager Head of proceedings Director of admin Chief finance officer EU liaison officer
IFP Member	Ms Mohlaka	IFP

5.7 *North West Legislature Report*

5.7.1 Introduction

This report presents the findings of the evaluation of the skills development programme for members of the North West legislature. The interviews were held from the 6th to the 8th of November 2001 in Mafikeng.

Out of an intended sample of 15 respondents, 13 were interviewed. The chair of chairs could not make time for the interview even though he was present in the legislature. There are 33 members in the North West legislature, including the Premier and the MEC's, of which 5 are of the opposition while the majority is the African National Congress.

Approximately 18 months ago, the legislature appointed a training officer who is also responsible for the EU/PSP programme. In terms of the EU contract, the speaker is the custodian of the programme. However, the training officer is responsible for monitoring the work plan and the budget. This creates a problem for some officials who feel that the EU should not be allowed to create their own structure within the legislature. The result is the perception that the programme is not part of the whole programme of the legislature. This is potentially a very damaging dynamic for the programme and one that requires clarity and resolution.

The programme of the legislature is planned every four months, with all the training is included in the calendar of the legislature. It was pointed out that it has not been possible to fit in all the training needed by the members.

5.7.2 Role of an MPL

Most of the members in this legislature came in during the 1994 elections. The changes have been in terms of the functions that they perform.

5.7.2.1 Generic Competences Required By All Members

- Ability to exercise oversight
- Knowledge of legislative framework
- Understanding of the legislature's procedures

Competencies Required At Portfolio Committee Level
- To know how the provincial departments are run
- To monitor how the departments are budgeting and spending the money
- How to run meetings and prepare an agenda

- How to prioritise the items on the agenda and fit them in with the allocated time.

Competences Required for Party Political Work
- constituency work
- public speaking
- communication skills
- play a watchdog role
- monitoring delivery in liaison with the communities

Competences Required at an Individual Level
- Time management
- Stress management
- Human relations
- Empathy
- Listening
- Counselling skills
- Information management (to direct people to resources)

5.7.3 Needs Assessment

The interviewees gave different answers to the question on the processes in the legislature to assess members' needs. There was confusion about a set of questionnaires that had been sent out by the researchers to identify the members research needs, some members seems to think that the questionnaire was a training needs assessment process.

There is an HRD committee comprised of the Chief Whip, the Deputy Speaker who chairs the committee, the HR manager, the chair of chairs and the EU liaison officer. This is the structure responsible for the needs assessment process. However, the committee has no clearly drawn and agreed terms of reference as a result the committee takes on too many functions for which they are not adequately equipped. One member felt that they should use experts more. The people who serve on this committee said that the process of assessing members' needs is adequate and accurate, while two members expressed concern that it is only a few people who make decisions around training. They expressed the view that the house should be given an opportunity to discuss the training needs of the members together.

Two people from two minority parties said that they were not aware of any process to assess members' needs. Another member from the third minority party said that he thinks that there might be a process and procedure in place and that he is not aware of it because as a single member of his party in the legislature he tends to be very selective about what issues he should concern himself with. He pointed out that he is happy to receive a notice about the training from the secretary, and that whenever his schedule allows, he then attends the training.

Some members said that they do remember a questionnaire being circulated by the HRD committee, at which point they were able to indicate what their training needs were. One member said that he does not believe that a thorough analysis of the needs was done because the training that is being provided is often general and not specific to their needs.

At least two respondents said that the chairpersons' forum is used to identify the training needs of the members. The needs are then forwarded to the HRD committee for further discussion and implementation.

Some of the women interviewed said that through the Women's Empowerment Unit they were able to identify their needs. The special needs that women mentioned were speed-reading, time and stress management. Women also felt that the WEU was not taken seriously in the legislature, it does not have the same status as all committees. The chair of this committee is not paid at an equivalent level to that of the chairs of all other committees. The approval of the WEU structure has been on the agenda of the Rules committee for a long time, which creates the impression that the issue of gender is not taken seriously in the legislature.

Although members said that they are happy with the current process of need assessment, the chief whip felt that there is lack of cohesion in the overall structure that is in place.

5.7.3.1 Skills Needed For Legislature Activities

- Monitoring and evaluation for the oversight function
- Reading and understanding bills
- Understanding the political context
- Understanding political mandate and the constitution

5.7.3.2 Skills Needed For Constituency Work

- Community Development skills
- Motivation and mobilisation skills

5.7.3.3 Computer Skills

All members have been given an opportunity to attend computer courses. The particular arrangement for computer training seems to be highly favoured because members are given vouchers that they can use at their own convenience, as well as at the level of their specific need and competence. Whilst this system may not be applicable to all types of training, the replication of this practice for some of the generic skills could be explored.

5.7.4 Further Training Needs Identified

- Leadership
- Cross examination skills, especially on public accounts

- Managing questions during hearings
- Community development work
- Interpretation of bills
- Gender training for the whole legislature (not for women only)
- Management of constituency office
- Financial literacy
- Basic Economics
- Train the trainer skills

On whether members should have job descriptions or not, most members expressed the view that they would find such a document useful. The reasons given for the need of the job descriptions included the following.

- Members would know exactly what is expected from them
- Salaries could be matched to their output
- Minimise confusion between roles as politicians and role as MPL's
- To avoid duplication

There were also opposing views on the issue, the speaker in particular said that the members of the legislature are not employees and that members are not accountable to the Speaker as head of the legislature They believe they are accountable to the people who elected them. The Speaker indicated that perhaps simply some clear guidelines that spell out clearly their roles and functions might be better that a formal job description.

One of the officials involved in the members training programme pointed out that job descriptions would have to be based on clear competencies and job requirements. According to him it would mean that the way in which members are selected by their parties would have to be based on a clearly defined selection criteria.

He felt that parties should take responsibility for monitoring the performance of their members. He conceded that there were no clear mechanisms to do that.

The other two members who shared the Speaker's view felt that they would be restricted by a job description since they act on the mandate given by their parties.

The chief whip of the ANC mentioned that there is a plan by the ANC national to develop job descriptions for whips and presiding officers.

5.7.5 Training Design and Implementation

5.7.5.1 Training Design

The HR manager, together with the EU liaison officer, is responsible for the selection of the service provider. Members of the HRD committee are often given the opportunity to make input on the choice of trainers.

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It was felt that for members of the legislature with postgraduate degrees the design of the training is seen as inadequate and too simplistic. However, they conceded that the training was appropriate for the majority of the members. Such variety in the skills level of members does need to be taken into account if the programme is to achieve maximum benefits.

5.7.5.2 Training Implementation

Most of the members said that they attended the training offered by the institution. They were able to do so when the training was organised during the week, in place of committee meetings or sittings. Poor attendance occurred when the training was scheduled for Friday (which is constituency day,) or weekends. The majority of the courses were held over one or two days, which many felt was too short to cover the volume of information available.

5.7.5.3 Training Provided

The EU liaison officer provided a list of training held in the legislature. However, she was not available to be interviewed regarding her experience of co-ordinating these events. A list of the training that was done in the previous years was not available.

The following table outlines the training programme designed for members.

PROGRAM	DATE	SERVICE PROVIDER
Structural development Mission and vision	21 June 2000	Uniwest
Public Financial management control and accountability, budget interpretation	30 –31 August 2000.	Crucial consulting Pamodzi Consulting
Effective communication Public hearing , speech writing, report writing, running effective meetings	12 September 2000	Pamodzi Consulting CMD Upright Communications Partners in Change
Time Workload Management Stress management	4 October 2000	Thinking skills
Constituency work	28 Feb – 01 Mar 2001	Upright Communications

Introduction to Windows 2000	16 – 17 March 2001	AE Software
Speed reading	23 – 24 May 2001	CMD
Practical Economics in the South African Context		BER
Effective oversight	20 –21 June 2001	HSRC
Statutory Interpretation	11 – 12 July 2001	Manto Management
Policy interpretation	15 - 16 August 2001	Manto Management Pamodzi Consulting
TOR – Chairpersons	12 – 13 September 2001	Manto Management

5.7.5.4 *Quality Of Training*

The general view on the quality of the training is that it is well presented. However, some members felt that there is often information overload in the short timeframe provided for training and this it makes it difficult to apply the knowledge. There were also serious reservations by the speaker on the value of the training given to members. He expressed the concern that the training does not really equip members adequately for life beyond the legislature. However, as mentioned previously, it is debateable in the view of the evaluation team as to whether this is the purpose of the training programme and therefore a valid criticism. However, in the light of these concerns, the legislature has now offered members the opportunity to enrol in an MBA course at the local university and many members are making the most of this opportunity.

5.7.5.5 Evaluation Of Training

Since the appointment of the EU liaison officer in 1999, there has been consistent effort to analyse the participant evaluation forms after each training session. There are also reports available on the training over the past 18 months. The evaluation reports indicate a serious problem of members not staying for the duration of the training. More often than not training planned for 2 days was cut to one day due to members leaving for other appointments or activities.

Beyond this method of evaluation, the outcomes of training appear not to be formally monitored and therefore it is not possible to objectively demonstrate the impact of training on the performance of members.

5.7.5.7 Training Accreditation

Members indicated that they would prefer if training were accredited. The training organised by the public accounts committee was cited as a good model for the accreditation of training and one that enabled members to clearly identify their development from one training session to another.

The MBA programme is also highly appreciated by the members participating in the programme as it is a fully accredited and portable programme.

5.7.6 Challenges And Limitations

- The workload is considered by members to be restrictive to their involvement in training
- Time management and the allocation of training times in the light of legislature and constituency commitments
- The use of English as a medium
- Programme was not well conceptualised, in the opinion of some members
- One member felt that she is disadvantaged because she already has two degrees, and according to her she should be given an opportunity to do Doctorate. This raises the issue of recognition of prior learning
- Experienced members not encouraged to help new members
- EU/PSP programme should not be seen as a separate programme with its own budget, rather the legislature should have own plans and ask the EU as a donor to contribute a percentage of the budget, said one respondent.
- EU training scope is limited, people could be taken to other countries for learning and exposure in the opinion of some members (Zimbabwe given as an example)
- There is a perception that the EU wants the legislature to just spent money without closely monitoring the outcomes of training.
- Members felt that the lack of a culture of reading was a huge limitation to the success of the programme and one which the training itself could address

5.7.6.1 Training Results

Benefits At An Individual Level

Although it was difficult for members to say exactly how they have benefited, they all said that the training has made a difference in their lives. Members pointed out that they are now able to read budgets and to ask relevant questions. They also indicated that they have increased their level of confidence in their ability to fulfil their role proficiently.

Benefits at the Institutional Level
- Sessions in the legislature run more smoothly.
- Relationships between members of different parties have greatly improved. (members of the opposition parties are no longer treated as enemies)
- Women members of the opposition used to fear for their lives, and now they feel safe
- People treating one another with respect during debates .
- Members are able to engage the media
- Members are able to raise important points before they pass bill
- Members have demonstrated confidence when doing presentations
- There is an increase in the use of researchers, which has improved the quality of member's input.

5.7.7 Induction Of Members

It was pointed out that the majority of the members in the legislature have been there since 1994. They indicated that the induction process at that time was difficult as everything was new to everyone. Looking back, some important areas should have been covered and were not. They also felt that the induction course was too short.

In 1999 the programme was *ad hoc* and no serious plans were made for the few new members who, as a result, felt completely lost. Members believe that a good induction programme should be spread over two weeks to two months and should include the following

- Administrative issues
- Rules of the house
- Budget process
- Responsibility of members over departments
- Formulation of bills

There is agreement that for 2004 more care should be taken with the programme and members with experience should be asked to prepare the induction programme in the future.

5.7.8 Institutional Arrangements

Most of the respondents were unsure of the institutional arrangements around the members training programme. The majority mentioned the EU liaison person is the person responsible for their training. They all felt that she was doing a good job of organising training for them. One respondent pointed out that they as members can create problems in this project by not responding timorously to her requests.

Only a few members outside of the HRD committee are aware of the structure and how it functions. The HRD committee is comprised of the Deputy Speaker, the Chief Whip, the HR manager, the HRD manager, the liaison officer and the chair of chairs. The liaison officer reports to the HR manager, however she relates directly to the PSP. This issue sometimes creates tension in the institution. One respondent said that this arrangement suits the EU/PSP more than the legislature.

Respondents who sit in the HRD committee were aware that the Speaker is the custodian of the project and takes overall responsibility for accounting financially for the project. The arrangement with the Speaker is understood to be because the project is short term and therefore cannot be integrated into the legislature arrangements.

The general view of the members on the resources is that the training component of the budget of the EU is too small considering the needs of the members. At least two respondents don't believe that the EU money is money well spent. They feel that the pressure to use money within specific time periods lead to unnecessary expenditure towards the end of the funding period.

On sustainability, members have not given this matter a serious thought. They are of the view that it is too soon for the EU to end the contract. For them the EU must extend the contract since they still have needs.

The issue of the Public Service SETA to which the legislature belongs has only been discussed once in the Rules committee. No one interviewed could remember what the decision was. It is a matter that the Speaker feels the EU Liaison Officer and the HR manager should take up and advice him on. However, members believe that the Speaker should take the lead on the matter.

5.7.9 Recommendations
- To discuss and resolve the ill-feeling that exists around the employment of a training officer to manage the EU/PSP training programme
- To debate the issue of a role description with members and political parties
- To review the induction programme in preparation for the next election
- To put a monitoring and evaluation system in place to assess the outcomes of training
- To design training that can accommodate different skills levels, possibly through the introduction of beginner and advanced level courses

- To investigate the issue of accreditation to determine the needs of members and the implications thereof

5.7.10 List Of Respondents

Category	Name	Designation
Presiding officers	Mr Tselapedi Ms Merecotlhe	Speaker Deputy Speaker
Chief Whip	Mr Mahlangu	ANC
Whips	Ms Kekesi Mr Hatting Mr Venter Mr Van Eeden	ANC Whip DP NNP Freedom Front
Chairpersons	Ms Bopalamo Ms Khunwana	Chair of Education Chair of Health, Social Services, Sports and Culture
MPL'S	MS Matladi	UCDM
Officials	Mr Pheto Adv Lekgoro	HR manager HRD manager

5.8 Eastern Cape Legislature Report

5.8.1 Introduction

This report will present the findings of thirteen interviews held in the Eastern Cape legislature. The findings reflect the views of both the members of the legislature (politicians) and officials. The interviews were conducted on the 6th and the 7th November 2001 in Bisho.

The interviews revealed that members' training has until recently, not been a priority in the Eastern Cape. In the first term of office of democratic rule, a coordinated training programme was not offered to members. It was left in the hands of different training institutions to offer training courses to the legislators. As such, training was not planned or coordinated properly. It was only in 1997, with the establishment of the PSP, that a structured training programme was considered. However, a formal training programme was not instituted until the beginning of the second term of office in 1999.

5.8.2 Role of an MPL

The Constitutional Act of 1996 identifies law making, oversight and public participation as the primary responsibilities of the Legislature. These responsibilities seem to be emphasised at different levels of legislative processes.

5.8.2.1 Generic competencies required by MPL's
Basically members of provincial legislature are responsible for the drafting and passing of legislation. This is a lengthy process that involves the drafting of the Green paper followed by consultative process with all stakeholders before it is passed into a White paper or enacted in parliament. To be effective in this position, MPLs feel that they require skills to understand basic legal concepts.

5.8.2.2 Generic competencies required at portfolio level
All members of the Eastern Cape provincial legislature are members of different Standing Committees. It is in these committees that the members are expected to perform their oversight functions. The leader of the NNP made this point clear:

> "at provincial level, the government is only the Premier and the Members of the Executive Council (MECs), everyone else is the watchdog, doing oversight".

Given that the core responsibility of committee work is to align the work of the departments with the budget and its stated priorities, legislators have suggested basic financial skills such as budgeting and budgetary analysis as the primary training support they require to do their committee work.

5.8.2.3 Generic competencies required for party political work
Members of provincial legislature, as elected representatives of parties must ensure that their party political interests are represented in government. The members act as mediators between the people and the government, which also means that they take mandate from the people. In order for the members to carry this function responsibly, they carry out constituency work to determine the priorities and interest of the people they represent. Constituency work requires that members interact with all stakeholders in their communities to ensure delivery and to make government responsive to people's needs. To perform properly, members require good communication, listening, documentation and organisational skills. They also require the skills to manage a constituency office efficiently.

5.8.2.4 Generic competencies required at an individual level
Members require a basic set of skills at an individual level to fulfill their role. These include:

- Analytical skills
- Writing skills
- Public speaking skills
- Communication skills
- Time management skills

5.8.3 Needs Assessment

The EU Liaison Officer together with the Human Resource (HR) Committee for members form an HR Steering Committee whose role it is to prioritise the training needs of the legislature. The Steering Committee is also responsible for the appointment of the service provider to conduct training.

Needs assessment in the Eastern Cape legislature was not done until 1997 when the PSP introduced a national programme to look at the training needs of parliamentarians. This programme was followed by a skills audit of MPLs and a series of workshops to prioritise the training needs of the members. As part of the needs assessment process, the provincial EU Liaison Officer circulated a questionnaire to all members to help them identify the skills they need to perform their legislative work.

Prioritisation was done scientifically, mainly by counting the number of people who identified the same training needs and prioritising the training accordingly. The training needs that scored the highest number of people were then given the highest priority. This process was conducted in late 1999 and the identified courses have been offered since 2000. However, the EU liaison officer expressed some concern over the busy schedules of members and the impact this has on the design of the training programme.

As of the end of 2001, various courses have been offered in the legislature, such as legislative processes, policy oversight, strategic management and others. Generally, members who were interviewed were happy about the training courses that have been

prioritised and offered through the needs assessment process. Furthermore, the needs assessment has now broadened to include specific training needs identified by Standing Committees.

5.8.3.1 Skills needed for Parliamentary activities

Members indicated that financial skills and project management skills are very crucial especially in the oversight functions of the legislature. Public presentation and policy interpretation were also identified as key training needs for members to fully participate in the legislative processes.

5.8.3.2 Skills needed for Constituency work

Constituency work requires that members respond to constituency needs that are central to the government's service delivery programmes. Every year, members are given time off the legislature to do their constituency work. For instance the legislature is on recess from mid November 2001 until February 2002. During this period, MPLs will be engaging in constituency work.

From the interviews it became clear that leadership skills are very crucial in constituency work. The Deputy Speaker insisted that leadership should be linked to service delivery. She feels that good leadership will make it easier for the public to understand what their elected members are doing in government. A review of the legislature's proceedings in March 2001 reveals that a leadership skills programme is in place.

5.8.3.3 Computer skills

Members have undergone a series of training workshops on computer programmes. These include basic computer skills such as word processing programmes, e-mail and Internet, these being the primary computing skills necessary for their work in the legislature.

5.8.3.4 Generic training needs

MPLs have joined government from different backgrounds and have different experiences in different fields. Some individuals have been working in business environments; others have had official positions in government while some have been political activists in their communities. As such, the training needs will vary from person to person and the programme designed should reflect this diversity. Having said this, the training course should be built on a set of generic competencies that MPLs will require to fulfill their role. The Speaker emphasised that there is a need for in-depth courses to look at policy interpretation, budgeting and speech-writing. She feels that these skills are very crucial in legislative work, especially oversight and law making and are necessary for every MPL to possess.

5.9 Further training needs identified

Members seem to differ on the further training needs they have. All members that were interviewed have attended most of the courses that were offered by the PSP However, a number of members are calling for an emphasis on certain courses such as policy

interpretation and finance. Others seem prepared to move to more academic programmes or at least structured modular based training.

Members of all parties and committees suggested the understanding of Public Finance Management Act (PFMA) as an immediate training gap in the legislature. The Act is understood to be an effective tool for fraud control and project management. Research skills also came as a challenge to the members.

During the interviews, it became clear that most members were preparing themselves for an exit in the legislature after the next elections. This intention was expressed primarily by those who were in government for the second time and from members whose parties are politically insecure. For example, the ANC Chief Whip who joined the legislature in 1995 is registered for a Master degree in Political Science at Stellenbosch University. The Deputy Speaker also made a comment that it is easier for a politician in Gauteng to leave office and join the private sector but, because of the low level of opportunities in other provinces such as the Eastern Cape, people have to work harder to prepare for their future roles.

5.8.4 Training Design And Implementation

5.8.4.1 Training Design
The design of the individual courses is largely left up to the service providers. Private consultants and academic institutions provide most of the training courses for members. The EU Liaison Officer also engages with such service providers to ensure the design is appropriate to the needs identified. The vast majority of members interviewed were satisfied with the course designs.

5.8.4.2 Training Implementation
Members are provided with a list of the courses provided in the form of a training calendar. Some courses are more popular with members than others and as such, the attendance varies. The courses that are well attended are those that are related to oversight of public accounts, legislative processes and policy oversight. There are no measures in place to force members to attend courses. This makes it difficult to know the number of members who will be attending the programme.

5.8.4.3 Training offered
There have been a number of training courses offered at the legislature since 1999. Certificates have been awarded to members who have attended most of the courses in the past two years. Whilst this would appear to be encouraging regular attendance of training courses, this assumes that all members need to attend all training and all require training at the same level. These are assumptions which the evaluation wishes to question.

The courses offered to date include:
- policy oversight
- computer training

- strategic management
- public management finance
- budgetary process
- business plans
- APAC public accounts
- parliamentary ethics
- legislative processes
- local government restructuring
- constituency work

The courses were supported by a budget of approximately R200 000 a year provided by a combination of EU funds and institutional budget.

5.8.4.4 Quality of training
Interviewees indicated that they were happy with the quality of training and the professionalism of the trainers. Besides the fact that the service providers were mainly well-established education institutions, some also had vast experience in working with parliamentary institutions.

Course presenters used different training methodologies - some used lectures and some conducted participatory workshops. Most members indicated that they were particularly comfortable with interactive training methodologies such as practical exercises and group work. Some felt that some workshops were in fact a token attempt at participatory methodologies, in that they would start with introductions and end with evaluation, without any involvement of the members in between.

5.8.4.5 Evaluation of training
Training courses were evaluated mainly by a use of a participant evaluation form, which would be circulated at the end of the training or at the end of each day of training. Members felt that this type of evaluation assists the service provider in improving its skills rather than measuring the knowledge retention of members. Although members are not keen to write examinations after they have attended the courses, they have indicated that some form of evaluation that will ensure their understanding of the newly attained skills and knowledge is essential. There is also a view that training must be outcomes-based. No other form of evaluation is in place, therefore it is not possible to measure the impact of training on the ability of members to perform their functions more effectively. Such a system is required if the training programme is to be properly managed.

5.8.4.6 Training accreditation
All the EU-funded courses were accredited. Recently, a graduation ceremony to honour members who have attended most of the courses was held. Members were then issued with certificates by a partnership between the Eastern Cape Legislature, East London College and the EU/PSP. However, the portability of such accreditation is questionable as attendance certificates for one and two-day courses will not generally be accepted as credit for formal qualifications. This appears to be the issue behind the insistence for accreditation – career pathing and entry into tertiary programmes.

5.8.4.7 Challenges and limitations

The legislature has encountered a number of challenges with the PSP Members Training Programme. These include the following:

- There is a feeling the PSP's control mechanisms were rigid and time consuming. It was felt that the requirements that the legislature must submit three quotations before they appoint service providers for each course became a tedious process.
- The EU-funded programme is geared towards a British calendar and it was felt that this does not fit easily into the programme of the legislature. The legislature funds come in May and the training could not begin until July. The legislature would prefer to run a training calendar from January to December each year.
- It was felt that the process of acquiring funds from the EU is long and bureaucratic and has led to delays in the implementation of training

5.8.5 Training Results

Most members have indicated that they have benefited personally from the Members' Training programme. Before the establishment of the PSP, a training programme for members was not an issue. But with the skills they have acquired, members are now more equipped to fulfill their role in the legislature. There is a belief that the training has assisted members in improving their oversight function in particular. Ms Jajula, the chair of the Education Committee, and Mr Smith, the Acting Secretary of the Legislature, pointed out that departments used to easily mislead the legislators prior to the institution of the training programme. But members have become more effective in their ability to ensure accountability and to oversee delivery..

> . "The EU programme has not yet achieved its goal, but it has laid a very good foundation"
>
> (Mr Gqobana, ANC Chief Whip)

The importance and significance of training in the legislature seems to be its ability to bring about a common and solid understanding of legislative processes amongst members. The only factor that has limited the benefits of the legislature from the skills support programme appears to be the reshuffling of members between institutions and roles, limiting their ability to comes to terms with the full spectrum of their roles and responsibilities. On a positive note, those interviewed believe that the legislature has become more efficient, analytic, proactive and compliant with the law and finance regulations have improved.

Whilst this kind of feedback is encouraging, there is no framework which allows anything more than such anecdotal evidence of the impact. As mentioned previously, a monitoring and evaluation systems needs to be implemented to offer a more objective analysis of the programmes outcomes.

5.8.6 Induction Of Members

As stated earlier, members who joined the legislature in 1994 were not inducted. But those who came in 1999 attended a four-days induction process, which was conducted by the EU Liaison Officer and the legislature officials. Members who joined in 1994 were also invited to attend the 1999 induction. The feeling among the members that were interviewed is that the induction process was very much centred around logistics. Since then, they have since requested a political induction that will focus on their role as legislators.

The call for political induction was later presented in the form of a course on legislative functioning. Legislative functioning focused on issues such as parliamentary rules of debate; parliamentary language; the processes of the National Council of Provinces (NCOP) and the role and work of standing committees; facilitating public participation; the constitution and the bill of rights; the structure of government; an introduction to legislative processes; personal development planning; the gender commission briefing; the Eastern Cape Legislature finance and administration Act. A 'political induction' process could also help to introduce members who join the legislature in the middle of the term.

To prepare for the induction of members in 2004, a plan to draw on experiences of members who have been in Parliament since 1994 is under discussion.

5.8.7 Institutional Arrangements

The EU/PSP Members' Training Programme in the Eastern Cape utilises a very interesting structure. The programme started with an EU Liaison Officer, who was responsible for both staff and member training, which amounts to a total 200 people (147 staff members and 63 MPLs). Parallel to this structure was an HR committee that was specifically responsible for identifying members' training needs. Members of the HR committee and the EU liaison officer later teamed up to form a HR Steering Committee. With the possibility of the PSP's withdrawal, an organisational development (OD) office was set up in March 2001 to oversee the activities that were part of PSP programmes. The OD office has a training unit that is focusing on the skill development of both the members and staff. But the Steering committee will continue to provide management support to the OD office. The possibility of further EU assistance and the benefits of the Skills Levy will be explored to assist in the implementation of the legislature's human resource development programme.

5.8.9 Recommendations

- The process to redesign the induction programme before the next election be delegated formally to the OD office
- A formal monitoring and evaluation system by implemented by the OD office to measure the outcomes of training
- Ensure that the institutional arrangements for members training be documented and circulated to all members along with the training calendar
- The awarding of certificates be reconsidered in terms of the behaviour this event seeks to drive
- Schedule training for both beginners and advanced levels to cater for the varied skills set that exists
- Prepare for the exodus of many members after the next election with a comprehensive induction course and handbook, documentation of the experiences of members, particularly in relation to their role in committees, the legislature and constituencies

5.8.10 List Of Respondents

1. Mr Z. Mkabile: PAC – MPL
2. Mr S. H. Gqobana: ANC Chief Whip
3. Ms E. May: HR Officer, training unit
4. Mr Mlungwana: Director of the OD unit
5. Ms C. Estment: EU liaison officer
6. Mrs Nash: NNP – MPL
7. Ms Jajula: Chair of the Education Committee and Women caucus
8. Mr M. Matomela: Speaker of the Legislature
9. Mrs M. Marasha: Deputy Speaker of the Legislature
10. Mr W.H. Nel: UDM – MPL
11. Mr Trollip: DP – MPL
12. Mr Mtsi: Chair of the HRD Steering Committee
13. Mr Smith: Acting secretary to the Legislature

5.9 Western Cape Legislature Report

5.9.1 Introduction

Western Cape is a politically charged arena and many difficulties were experienced in securing interviews and sourcing information. A great deal of project time was spent in this regard.

Due to time constraints of members and the playing of multiple roles, information collection was done through group discussions. The Secretary of the Western Cape Legislature chose the group discussion method. The groups were also selected and organised by the Legislature itself. Three discussion groups were identified. The first was a group of three members from the ruling party. The second was a group of four senior staff members of the Provincial Legislature, including the EU liaison officer. The last was a group of three members from the opposition party. What was positive about the group approach was that one could clearly understand a party position on issues.

However, the group approach was also limiting. An evaluation is also interested in individual beneficiaries' perspectives. The group environment was not conducive for such views. The environment was such that party political views were elevated. In most cases, leaders would tend to be the ones who respond often or correct certain information. To a large extent, ensuring that public image of the party is the priority, even in an evaluation process such as this. The approach was also limiting in terms of the amount of information one could gather. Another limitation is that when one has leaders of the parties with busy schedule, it becomes difficult to keep them for a long enough time to work through a research instrument.

5.9.2 Role of an MPL

The Members of the Provincial Legislature interviewed were senior in the their parties. Amongst members of the Democratic Alliance, the ruling party, the following offices were represented: the Deputy Chief Whip, Deputy Speaker and a Whip. A Whip and spokespersons of different portfolio committees represented members of the opposition party, the African National Congress.

Competencies of MPLs were discussed with respondents. The follows are categorisations developed after discussions:

5.9.2.1 Generic competencies required by all MPLs

♦ Understanding of the budgeting process (it was felt it takes two year to grasp)
♦ Understanding of the PFMA
♦ Understanding of Broader Policies

- ♦ Basic Research Skills
- ♦ Communication Skills
- ♦ Public speaking
- ♦ Computer (IT)
- ♦ Media
- ♦ Provincial Legislature Procedures
- ♦ How to Represent Constituency

5.9.2.2 Competencies Required at Portfolio Committee Level

- ♦ Speed Reading
- ♦ Presentation Skills
- ♦ Research Skills
- ♦ Expert Knowledge of Specific Subjects e.g. Finance (and the language thereof)

5.9.2.3 Competencies Required for Party Political Work

- ♦ Public Speaking
- ♦ Organisational Skills

5.9.2.4 Competencies Required at an Individual Level

- ♦ Time Management
- ♦ Stress Management
- ♦ Inter-Personal Skills

The table below is an indication of the ruling party MPLs' multiple roles.

Position	Other Positions Held
Deputy Speaker	♦ Chair of Select Comm. On Finance ♦ Chair of Planning ♦ Chair of Gambling ♦ Chair of Party Caucus ♦ Deputy Chair of Administration ♦ Member of Public Accounts ♦ Member of Safety & Security ♦ Member of Rules Committee
Deputy Chief Whip	♦ Chair of Transport Committee ♦ Chair of Human Resources ♦ Acting Chair of Education Standing Committee
Whip	♦ Member of Health & Welfare Committee ♦ Member of Education Committee ♦ Member of Rules Committee ♦ Member of Local Government & Housing Committee

Senior members of the ruling party in a provincial government perform different roles. They chair more than one committee and are also expected to attend other committees as ordinary member. They attributed this to the size of the Western Cape Provincial Legislature. From the table above, it is clear that Western Cape legislature Members need to be multi-skilled.

On the other hand, members of the opposition party do not chair committees and do not occupy offices in the administration of the legislature. Those that responded indicated that they are spokespersons on specific issues like finance.

Both parties, the ruling and opposition, were in agreement on the need job/role descriptions for MPLs. However, they both felt that the responsibility of managing members' performances should be left with senior political officer, ie the Whips and not be a matter for the institutional structures themselves. There was some reluctance in dealing with the issue beyond this point. A possible explanation could be that group discussions involved both whips and general members and any further discussion may infringe on the interests of either group in the presence of the other.

5.9.3 Needs Assessment

Needs assessments are done at a party caucus level. Members raise a list of needs in that forum for discussion and debate. Guided by these discussions, the party leadership will prioritise essential needs and present them to Management Committee (related to the HR department). According to respondents, the frequency of such a practice is not regulated by HR, but rather depends on a party approaching them. This usually happens when a party wishes to organise a training workshop and needs to access funds and organisational assistance to do so.

5.9.4 Training Design & Implementation

5.9.4.1 Training Design

The legislature is not involved in either designing individual training courses nor appointing service providers who are. Political parties contract service providers they felt comfortable with, according to their own contacts and criteria. The training design is left to these service providers.

5.9.4.2 Training Implementation

The following are courses attended by members:

- Communication skills
- Group Dynamics
- Motivation
- Conflict Resolution
- Interpersonal Skills
- Customer Service
- Party Structures
- Poverty Relief: A Practical Approach
- General Administration
- Media and Politics

It was not possible to get material indicating training that the opposition party undertook. However, the following were mentioned during discussions:

- Macroeconomics
- Induction

5.9.4.3 Quality of Training (Content/Methodology/Usefulness)

Respondent expressed satisfaction with content and methodology of courses received. They felt that the courses contents were relevant and helpful to the improved fulfilment of their roles in the legislature and constituencies. Due to the group discussions, it became difficult to elicit information from members on their individual opinions of specific training. Furthermore, those who were responsible for the organisation were present with those who had attended training, with the former being the more senior of the two. It is therefore unlikely that members would raise issues and concerns in this forum.

5.9.4.4 Evaluation of Training

Respondents reported that evaluations of different courses were done in the form of participant evaluation forms. However, no records of such evaluation were given to the research team. No other form of evaluation or monitoring is carried out. Given the nature of the institutional arrangements, this is not surprising. It is the institution, not the political party that would have a vested interest in feeding back information on the outcomes of the training programme to donors. This is a problematic issue for the effective management of the programme.

5.9.4.5 Challenges and Limitations

The discussion groups were not conducive for critical responses on courses offered because those courses were essentially organised by political parties. It did not seem possible for members to criticise their parties in front of their leadership.

5.9.5 Training Results

5.9.5.1 Benefits at an Individual Level

Members indicated that they were happy with the training courses they received. They indicated that courses assisted them with confidence in fulfilling their roles.

5.9.5.2 Benefits at Institutional Level

During discussions, one did not get an impression that there is a focus in the institution. Parties focused on how the EU/PSP could benefit them. Training seems to be removed from the institution. As a result, a response in this regard was not experiential but hypothetical. A response that was given was that the training of members would make the institution "a better place". Again, there would appear to be a need for a monitoring and a\evaluation system to be in place to assess the outcomes of training for the legislative process as a whole.

5.9.6 Induction Of Members

Induction of members seems to have been appreciated by the ruling party only. There was a general agreement that the course was helpful in assisting them to understand the operations of the legislature. The induction course consisted of understanding of the operations of the legislature and an introduction to Cape Town. However, it did not explore the nature of their multiple roles, rules of the legislature and the workings of the various committees.

5.9.7 Institutional Arrangements

The senior support staff and the deputy presiding officer gave an indicated that structures are in place to support the development of members. The library was listed as one of the institution's support mechanisms. In addition, members mentioned that the Western Cape provincial legislature is fortunate to be next to national parliament because members have access to other national resources such as the Parliament library.

The presiding officer indicated that there is a room for improvement without clearly saying what areas need improvement. Members of the opposition indicated that the administration of the training programme by the institution was inefficient and biased. They pointed to the "first-come-first-served" policy of the institution in terms of funding for training as inappropriate.

Members of the opposition party feel that it is best that training be left in the hands of different political parties. They felt that the level of mistrust between the ruling party and the opposition party would not allow smooth and collaborated training programme.

5.9.8 Recommendations

- A review of the induction process in preparation for the 2004 elections
- Design and implement a monitoring and evaluation system to assess the impact and outcomes of training
- A review of the various possibilities for improving the current institutional arrangements surrounding members' training
- The institution of a formal process of needs assessment

5.9.9 List Of Respondents

Ruling Party

Ms Rossouw, A.   Deputy Chief Whip
Acting Chair of Education Standing Committee
Chair of Human Resources

Chair of Transport Committee

Mr Isaacs, N M.   Deputy Speaker
                             Deputy chair of administration
                             Chair of Select Finance
                             Chair of Planning
                             Chair of Gambling
                             Chair of Party Caucus
                             Member of Public Accounts
                             Member of Safety & Security
                             Member of Rules Committee

Mr Winde, A R.   Whip
                             Member of Health & Welfare Committee
                             Member of Education Committee
                             Member of Rules Committee
                             Member of Local Government & Housing Committee.

Opposition Party

Ms Lynne Brown   Spokesperson: Welfare and Culture
Tasneem Essop   Spokesperson: Finance
Ntombomzi Phenduka   Spokesperson: Gender
                             Whip

Senior Administration Staff

Pieter Pretorius   Secretary to the Legislature
Royston Hindley   Deputy Secretary Corporate Services
Jonnie Uys   Deputy Secretary Procedural Services
Annellies van Zyl   Head Human Resources/ EU Liaison Officer

5.10 Northern Province Legislature Report

5.10.1 Introduction

This report documents the findings of the evaluation of the PSP Members' Training programme in the Northern Province Legislature. Initially eighteen interviews were scheduled with all stakeholders in the programme, but only fifteen people actually availed themselves to give interviews. It was discovered that not all stakeholders are involved in the PSP's members' training programme. Whilst the Deputy Speaker and the EU Liaison Officer specifically run the programme, the Secretary and the head of the Human Resources Division, who would appear to be key stakeholders, are not involved and are largely unaware of the programme. This means that the Members' Training programme is driven political members of the legislature and supported not by officials, but rather by the PSP structures. Secondly, this arrangement affects the utility of the questionnaire on the role of institutional managers in the programme because they could not respond adequately to the questions posed.

5.10.2 Role of an MPL

As a part of the interview process, members who asked to describe their understanding of their role as an MPL and the different functions they fulfil in the course of their work.

5.10.2.1 Generic Competencies required by all MPLs
The basic requirement of an MPL is to read, analyse and comment on draft legislation. Added to this is an oversight role in terms of reviewing the reports and budgets submitted from provincial departments. The third component is that of constituency work to ensure that the needs and priorities of the people an MPL represents are taken into account in the legislative processes.

5.10.2.2 Competencies required at portfolio committee level
A member of parliamentary legislature is required to comprehend current legislation on specific issues, and relate it to the context of the province in which he or she is based.. As Hon. Maxwell Nemadzivhanani, a leader of the opposition of the Pan Africanist Congress, puts it, "portfolio committees are supervisors of the legislature". In addition, the chairperson of a committee requires management and communication skills to effectively run his or her portfolio committee. Hon. Tienie Burgers, the Chairperson of Chairs, suggested that a member should also acquire budgetary and financial skills to understand and carry out his or her work successfully.

5.10.2.3 Competencies required for party political work.
Constituency work forms a core requirement of the legislature. Each member has a constituency office or allocation to consult and promote party political work. Since some of the roles and functions are deliberative, public involvement through hearings and inputs are crucial. This means that every member should have consultative and negotiating skills to accommodate needs of all people in the province.

3.4. Competencies required at an individual level
Most of the members believe that an individual's ability to play a role in the legislature should be firstly informed by his or her track record from the constituency, and the rest should be informed by what is technically required by legislative rules to fulfil their role. Though acknowledging the importance of qualifications and experience, some individuals seem to believe that technocrats such as the legal office in the Speaker's office should augment one's competencies.

The type of competencies required would include:
- Analysis skills
- Speed reading
- Budgeting
- Time management
- Organisational skills
- Public Speaking
- Speech writing

There is consensus among members that the primary role of the legislature is law making and oversight and as such, a basic legal framework is extremely useful. As politicians and coming in by popular vote, core competencies are not considered hence a need for capacity becomes critical.

According to Hon. Kingsley Masemola, leader of the opposition of United Democratic Movement, is that core competencies required from the opposition are to function as presenting alternative views and come up with alternative solutions. The opposition should not be perceived in a negative sense, but it must be seen as supportive, complimentary and giving alternative but positive views within the legislature. Such obligation demands skill, and democratic norms and values should be seen as necessary skills within the legislature.

5.10.3. Needs Assessment

No needs assessment process has been carried out in this legislature. The needs listed below are an indication of the findings from the interview process, and as such represents only a quick self-assessment of the situation.

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5.10.3.1 Key Training Needs for Parliamentary activities

Most of the members believe that communication skills are one of the primary training needs of members in the legislature. These include speed-reading, assertiveness, language proficiency and strong listening skills. These help to facilitate the smooth running of sessions and further enhance adherence to rules and procedures in deliberations and the general seating of the legislature. Secondly they believe that technical skills like budgetary and financial skills form part of the core training needs amongst all members.

5.10.3.2 Key Training Needs for Constituency Work

The defining feature of politicians as legislators is the ability to organise the constituency towards coming up with issues that are pertinent in the life of the community. The ability to hold hearings helps legislators to organise the constituency and understand their needs.

Hon. Sophia Mogotlane, Chairperson of the Standing Committee of Improvement and quality of Life and Status of Women, argues that women problems are unique, and as such special skills on stress management, engendering budgets and the general interpretation of chapter 9 and 10 of the constitution to ordinary women are crucial training needs for women members of the legislation, particularly in terms of their constituency work. She asserted that women legislators should look to pass on their skills to those women in their constituencies, and if possible, the PSP should train not only women in legislation, but carry out joined constituency and legislative programmes to improve skills in the constituency. Whilst this would no doubt assist many women in the constituencies, it appears to be outside the mandate of the PSP.

5.10.3.3 Computer Skills

Computer skills were identified as a key training need for members. However, the legislature does not yet have the infrastructure for members to utilise a full suite of IT functions, so the training needs are primarily for word processing and spreadsheets at this stage. Training on the use of the internet and emails will become a priority once these facilities are in place.

5.10.3.4 General training needs

Consensus is exists amongst members that there is a need for basic legislation process training. This will include the process from blue or green papers, towards a bill and the ultimate stage, legislation. Secondly the rules and procedures are perceived as lacking amongst most members. For instance Hon. Elias Nona, Deputy Chief-Whip, asserts that some members would call for interjection when there was no need during the sessions; and regular incidents of this nature demonstrate the inadequacy in the understanding of procedures of the legislation.

5.10.3.5 Further Training Needs Identified

The following areas remain key training needs for members:
- budgeting,
- public accounting,
- public administration and finance,

There is a strong need expressed, especially among academically inclined members, for in-depth courses on the above-mentioned subjects.

5.10.4 Training Design And Implementation

5.10.4.1 Training Design
As mentioned earlier, there was no training needs assessment done for members. Members were simply offered a selection of training courses which were chosen by the Deputy Speaker and the EU Liaison Officer, in an attempt to meet training needs. The non-involvement of the Member Support Committee, the Human Resources Division, the Secretariat, and other related structures, makes it difficult for needs to be accurately or formally assessed in the legislation.

5.10.4.2 Training offered and Quality of training

There has been a number of training course held in the legislature, and these included:
- a course on communication,
- a course on finance by the University of Pretoria,
- a course on Effective Legislative Oversight and the Role of the Public Accounts Committee by APAC in Cape Town.

These are the courses that are rated as the most relevant and effective by those members interviewed. Whilst there appear to have been other courses run, members interviewed remember only the three courses. They indicated that these three were not only most applicable, but also well organised and professionally presented.

The course on communication was seen as relevant to their everyday lives as legislators. The methodology was an effective participatory approach, whereby participants were engaged in role-play and group work. This helped to assert oneself, to build co-operation and co-ordination through understanding, to discover one's weaknesses and come up with possible solutions to general problems in communication.

The course on finance was seen as useful because it was simplistic and more introductory in content, which was appropriate to the needs of members at the time. The methodology was a lecture presentation, however members expressed no problem with that given the nature of the content.

The APAC course felt to be intense because the content was new and complicated. Members indicated that the course helped to improve their understanding of the issues that they encounter in their everyday deliberations in sessions and committee work.

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5.10.4.3 Evaluation of Training and Accreditation

The communication and the APAC courses were the only ones that an evaluation form was filled in by participants. There was no accreditation for any of the courses except a certificate of attendance for the APAC course. Those members interviewed felt this was a problem as it discouraged people from attending.

5.10.4.4 Challenges and limitations

The most immediate challenges are the timing, content and continuity of programmes. The fact that most of the training is organised during critical moments in the legislature means that members are often unable to attend courses. But this also adversely affects the effectiveness of the legislature itself as some members go to training when they are expected to attend and participate in the legislature activities. The sporadic offering of training programmes is also a limitation that was raised by members. A continuous and systematic approach is recommended to improve and increase capacity among members of the legislature.

5.10.5 Training Results

Generally there has been tremendous improvement amongst many of the members attending training courses. This is visible amongst members who came into the legislature with no idea of what would be expected of them. Most of the members enter the legislature as products of the liberation struggle. Their background is such that they did not have the opportunity to acquire at times even a basic education, and the skills are predominantly defined by their capacity as organisers from their respective organisation. This means that the only effective skills are those of communication, through an indigenous language, and organisational capacity for constituency work. The skills in the processes of drafting legislation and overseeing its implementation are minimal. But through attendance of some of the PSP members training, there has been progress.

Hon. Sophie Mogotlane sees herself as a typical case study. She only primary education, and later was married to a man who later deserted her. She then left the Nothern Province for Johannesburg, wherein she became a domestic worker. Through her involvement in the workers domestic unions, she acquired skills as a communicator and organiser. She was later redeployed to Nothern Province where she participated in the African National Congress Women League as a provincial leader. She brings a lot of experience as an activist for women rights, hence her position as the Chair of the Standing Committee on Improvement of Quality of Life and Status of Women. This is a legislative monitoring structure cutting across all parliamentary departments, mainly dealing with gender issues like engendering the budget and mainstreaming gender in the legislature. She attributes her improvement in fulfilling her role largely to the Members' Training Programme.

Whilst members report great improvement, there is no formal monitoring of their performance through which to objectively validate these claims. Given the absence of institutional arrangements to support training, the lack of key systems is not surprising.

5.10.6 Induction Of Members

No induction process was held for members who entered the legislature in 1994. Members were given a brochure on the legislature and shown to their offices, as was the case with many legislatures at the time. Political parties were largely responsible for induction of the members in terms of their roles and expectations. However members indicated that even this was merely a brief introduction. It would appear that little has changed over time.

Hon. Nandi Ndalani, a MPL for the ANC, was appointed in October 2001. She is disappointed with fellow legislators because nobody has bothered helping her in the legislature, including her "female colleagues". She says that she is struggling so much that she is not certain whether she will be able to cope with her challenges. But she is hoping her that the Members' Training Programme will assist with her orientation and skills development.

Hon. Burgers recommended that in future the induction of legislators should be a two-week course covering the following issues:
- introduction to the process of drafting legislation
- budgeting
- finance
- public accounts
- communications
- administration

5.10.7 Institutional Arrangements

Since not all stakeholders are involved in the Members' Training Programme, it is difficult to develop an understanding of the exact institutional arrangements. All respondents agree that the roles and functions of the secretary of the legislature and human resources division are critical in empowering members of the legislature. They perceived the Change Management Team (CMT) as a vehicle for stakeholder engagement and an appropriate location for the management of the Members' Training programme. The former chairperson of the CMT, the current MEC for Safety and Security of the Northern Province, Hon. Dikeledi Magadzi, contended during her term the CMT was responsible for all training programmes, collaboration with the Secretary and the HR division. Secondly, the CMT initiated a process of determining needs and appropriate times for the provision of training. However, it appears that these accountabilities were not carried through.

One could question the location of a long-term programme within a medium term structure such as a Change Management Team. Whilst both the Secretary and the HR Manager indicated that the management and oversight of such a programme should fall

within their roles, they believe they have been excluded from the institutional arrangements by the political structures in the legislature.

The involvement of the PSP in members' training is highly appreciated by the legislature, but its monitoring mechanisms are questioned. Most of the members felt that the EU must be involved in monitoring the performance of the liaison officer to ensure that the person is competent, is representative of all stakeholders, and carries out their duties and obligations in accordance with the needs of the donors and beneficiaries.

5.10.8 Recommendations

- Formalise the institutional arrangements for the co-ordination of the programme with the involvement of both political parties and the relevant officials
- Introduce a formal monitoring and evaluation system to assess the outcomes of training
- Introduce a comprehensive needs assessment process to guide the development of the training programme
- Design a comprehensive induction process, which includes a handbook, in preparation for the 2004 elections
- Produce a training calendar that is incorporated into the legislature timetable

5.10.9 List of Respondents

1. Hon. Koti Nyama	ANC	Deputy Speaker
2. Hon. Dr Tienie Burgers	ANC	Chair of Chairs
3. Hon. Elias Nong	ANC	Deputy Chief Whip
4. Hon. MEC Dikeledi Magadzi	ANC	Safety and Security
5. Hon. Kingsley Masemola	UDM	Whip
6. Hon. Maxwell Ncmadzivhanani	PAC	Whip
7. Hon. Cornelia Roeloefse	ACDP	Whip
8. Hon. Cassel Mathale	ANC	MPL
9. Hon. Michael Holford	DP	Whip
10. Mr. Raulisa Kutama		Acting Secretary of Legislature
11. Mr. M. Monyama		Head of Human Resources Division
12. Mr. Joel Sibiya		Manager of the Speaker's Office
13. Hon. Nandi Ndalani	ANC	MPL
14. Joyce Ngobeni		EU Liaison Officer
15. Hon. Sophie Mogotlane	ANC	Chair – Standing Committee on Improvement of Quality of Life and Status of Women

APPENDIX 1

Research Instruments

An Assessment Of The Skills Development Programme For Members Of Parliament And Provincial Legislatures- Funded By The EU Parliamentary Support Programme.

Questionnaire for beneficiaries
(MPs/MPLs/Chief whips/ chair of chairs/ chairpersons of committees)

PROVINCE

INSTITUTION

PARTY

POSITION(S) (Presiding officer; Chief Whip; Chair of Chairs; Chairperson of members' support committee; chairperson of portfolio or standing committee; MP; MPL; legislative secretary. Record if respondent participates in more than one role – eg. If they are an MP or MPL and a member of a portfolio or standing committee)

CONTEXT AND ROLE

1. When did you achieve your current position(s) and role(s)?
2. What is your understanding of your role(s) and function(s) in this/these position(s)? (List roles and functions for each respective position separately).
3. What do you think are the **Core Competencies** required to effectively perform in this/these role(s) and position(s)? (List core competencies for each role and position separately).
4. In your view should there be standard job descriptions for each position? Why? Or Why not?
5. What role would a skills development programme like the EU-PSP programme play improving political efficacy?
6. Have you participated in the EU PSP skills development programme? How?
7. N.B. if interviewing a woman representative, please check if they had any specific training needs as a woman.

NEEDS ASSESSMENT.

How were training needs in your institution assessed? Who did the assessment and what process was followed? (Specify the role and function in this process of individuals and agencies – for example, Members Support Committee in Parliament and HRD Committees in the Provincial Legislature; the PSP itself; external agents, eg. consultants, etc)

9. When was/were the needs assessment(s) carried out?
10. What was your role in the assessment process?
11. In your observation how were other members involved in the needs assessment process?
12. To what extent did the needs assessment process manage to identify accurately the needs of members : in their individual role(s) and function(s); at an institutional level? Individual would include, for example, speed-reading; institutional would include the legislative process, and so on.
13. Were these needs prioritised, if so how?
14. Would you recommend the same process for needs assessment if it where to be done again? If not how should it be done in the future?

TRAINING DESIGN AND IMPLEMENTATION.

15. To what extent do you think that the results of the needs assessment were used in the design of the training programme?
16. Which training courses did you attendHow well was the training programme designed?
17. How well was it communicated to you?
18. How appropriate was the training content to your work situation : at an individual level? At an institutional level?
19. Comment on the quality of training and trainers? (Gloria – are these going to be per course?)
20. Which of the training methodologies used by service providers contributed **most** to your leaning experience? (e.g. group work, role plays, practical exercises, lectures, etc)
21. Which of the training methodologies contributed **least** to your learning experience?
22. Were the training courses evaluated?
23. Were your needs and training objectives met : at a personal level? At an institutional level?
24. Were there any needs identified which were not covered by any of the training courses offered by the PSP?
25. What challenges and or limitation did you experience with regard to the skills development programme?
26. Where any of the courses attended accredited? By which institution?

INDUCTION COURSES FOR NEW MEMBERS

27. How does your institution prepare new members for their specific individual and institutional roles?
28. Is this preparation adequate? If not, how could it be improved?

29. In your view, what would constitute the basics of a good induction programme?
30. What processes do you think ought to be implemented to induct the 2004 representatives?

TRAINING RESULTS.

31. How have you personally benefited from this programme?
32. To what extent where you able to apply new knowledge and skills learned in the workplace? I.e how has it assisted you in improving your political efficacy?
33. In your view how has Parliament/ Provincial legislature benefited from this programme? Explain and expand.
34. What skills gaps still exist amongst members in general?
35. In your view, what has been the importance and significance of training?

INSTITUTIONAL ARRANGEMENTS.

36. What is your understanding of the **current** roles of the Member Support Committee/ HRD Committee, HR managers, liaison officers, Secretaries and Political parties with regard to skills development and or empowerment of members?
37. What role should these institutions play in future to effectively and efficiently drive this programme?
38. What is the relationship between the MPLs and the NCOP MP's in relation to capacity building of the legislature?
39. Based on your experience as a beneficiary, is the structure for coordinating this programme effective? If yes, how, if no why?
40. What kind of structure should be put in place to effectively support the programme?
41. Which of the current systems have contributed to the effective and efficient implementation of the training programme? *(e.g. how members are informed about training, how selection is done, how evaluation of training is conducted, how performance of members is conducted etc)*
42. Are there any systems gaps that you have experienced? Expand
43. What are sustainability plans are in place for this programme?
44. Are the any plans to interact with any of the SETA's and to utilize the skills development Act as well as skills development Levy proposals for skills development of members?

Questionnaire For Programme Managers/Coordinators

(Presiding Officers/ HRD Committees/Member Support Committee/Secretaries/HR
managers and Liaison officers)

PROVINCE
INSTITUTION
PARTY

CONTEXT AND ROLE

1. When were you appointed to this role?
2. What is your understanding of your role in relation to the skill development
   programme?
3. What do you think are the **Core Competencies** required by members to perform
   their role effectively? (Ask for specific competencies related to particular
   positions?)
4. In your opinion should particular positions (e.g. Whip, Chairs of portfolio and
   standing committees, Mps MPLs, etc) have a job description? Why or why not?
5. N.B. if interviewing a woman representative, please check if they had any specific
   training needs as a woman.

INSTITUTIONAL ARRANGEMENTS.

6. Who are the various stakeholders involved in this project?
7. What is the nature of the relationship amongst the various stakeholders involved
   in this project?
8. How effective are the structural arrangements in supporting this project? Expand
   – why are they effective, and how could they be improved?
9. What systems and procedures are in place to facilitate the smooth running of this
   project?
10. What areas need improvement?
11. What is the relationship between the MPLs and the NCOP MP's in relation to
    capacity building of the legislature?
12. How adequately were the resources (in terms of financial and human resources,
    [including service providers.] and other material) provided and how efficiently
    were they utilized?
13. How efficient in your view were the resources used?
14. What sustainability plans are in place for future implementation of this
    programme?

15. Are the any plans to interact with any of the SETA's and to utilize the skills development Act as well as skills development Levy proposals for skills development of members?

NEEDS ASSESSMENT

16. How were the needs of various positions assessed: through what processes, institutions, tools – e.g. questionnaires; group meetings, etc?
17. What was the involvement of beneficiaries in this process?
18. When were the assessments conducted?
19. What was your role in this process?
20. Did the needs assessments accurately identify requisite skills and knowledge for members? Were they adequately articulated? On what evidence do you base your response?
21. How is prioritisation of needs done? What, if any, criteria are used?
22. What challenges were faced with the needs assessment if any?
23. What areas need improvement with regard to the needs assessment process?

24. PROGRAMME DESIGN AND IMPLEMENTATION

25. How did you ensure that the design of training is informed by the needs identified?
26. How were the participants selected for training? What criteria were used?
27. How were the service providers selected? What criteria were used? (Cost, quality geographic location, etc.)
28. How relevant (in-terms of content, method, applicability and timeliness) were the training courses in relation to the needs of the members?
29. What methods were used to communicate to members about the training programme? How effective were they? How do you know – on what criteria or evidence do you base your response?
30. How did the other **result areas** in this project impact on the skills development programme? Were they supportive and did they add value to this project or were they seen as competing initiatives?
31. What systems/processes/methods were in pace to evaluate the training? Where these effective?
32. How were the evaluation training reports used?
33. Were there specific methods which service providers were expected to use? Why were specific methods chosen?
34. What impact did the training methodology have on the training of members? How do you know – on what evidence do you base your response?
35. What lessons have you learned for future programme design and implementation?

PROGRAMME RESULTS

36. To what extent do you think that the objectives of the training programme have been achieved? Expand – can you give examples of best practice?
37. How has Parliament/ Legislature/ portfolio committees and other committees benefited from this project? What is your evidence?
38. To what extent have individual members been able to apply what they have learned in their workplace. Relevant to their specific positions and roles? Expand.
39. What in your opinion are the key achievements of this project?
40. What were the key challenges and limitations?
41. In future what sort of results would you expect from a project of this nature?

An Assessment Of The Skills Development Programme For Members Of Parliament And Provincial Legislatures –Funded By The EU-Parliamentary Support Programme.

Questionnaire For Service Providers

Name of service provider

Broad area(s) of skills provision

Needs Assessment And Training

1. What training courses did you offer? When or over what period?
2. For whom were these courses provided?
3. What was the content of these courses?
4. What method(s) were used?
5. Was there consistency in attendance of participants? If not, why?
6. To what extent was the design of your training informed by the results of the needs assessment conducted?
7. In your assessment did you think that the needs were accurately assessed?
8. What processes or methods were used to ensure that members are able to apply what they have learned?
9. What challenges did you experience as a service provider?
10. What are the areas that you think require improvement, e.g needs assessment, training schedule, timing, methodology, etc?
11. Do you think your training was cost-effective in terms of : Time? Money?

12. Do you accredit your training courses?
13. Are you linked to any accrediting institution?

Assessment Of Training

14. How were your training courses assessed/evaluated?
15. How did you use the evaluation results?
16. Do you use an integrated assessment process?

Institutional Arrangements

17. What aspects of the institutional arrangements (*structures that manage/coordinate the project*) were helpful in assisting you to implement training effectively, explain?
18. What aspect of the institutional arrangements were less useful to effective training?

PSP Members' Training and Support Audit

Speakers Forum Questionnaire

Name of Legislature or Parliament:_____

1. What criteria would you use to evaluate Members' Training and Support over the last five years? Please prioritise the criteria listed below accordingly, with 1 being the most important criteria, 2 the next and so on.

Improvement in member skills base   Greater member participation

☐   ☐

Number of courses provided   Quality of training   Cost effectiveness

☐   ☐   ☐

More informed member participation   Number and quality of manuals produced

☐   ☐

Other

☐

If other, please specify _____

2. What is your overall assessment of Members' Training and Support, using the above criteria?

Irrelevant   Poor   Fair   Useful   Extremely Useful
☐   ☐   ☐   ☐   ☐

3. How would you rate the organisation of Members' Training and Support, using the criteria in question 1?

Poor   Fair   Efficient   Extremely Efficient
☐   ☐   ☐   ☐

4. How relevant to the work of the members was the training provided, as per criteria in question 1?

Irrelevant	Slightly relevant	Relevant	Extremely relevant
❑	❑	❑	❑

5. How would you rate the overall quality of the training provided, as per question 1 criteria?

Poor	Fair	Good	Very good	Excellent
❑	❑	❑	❑	❑

6. How accurate were the Needs Assessments for your legislature/parliament in terms of training required to improve the skills of the members to contribute to informed participation in the legislative/parliamentary process?

Poor	Fair	Accurate	Extremely accurate
❑	❑	❑	❑

7. How well articulated was the training programme provided to the needs identified in the Needs Assessment?

Poor	Fair	Accurate	Extremely accurate
❑	❑	❑	❑

8. To what extent have members been able to apply new skills in the workplace, in terms of greater and informed member participation in the legislative/parliamentary process?

Not at all	To a limited extent	Reasonably well	To a large extent
❑	❑	❑	❑

9. Has the legislature/parliament evaluated the impact of Members' Training and Support on the delivery of its work outputs?

No, never	Yes, once	Yes, annually	Yes, for each programme
❑	❑	❑	❑

10. On average, how many members annually attend the training through the PSP programme?

1-10	11-20	21-30	31-40	41-50	All
❑	❑	❑	❑	❑	❑

11. On average, how many members annually attend training through the other programmes?

1-10	11-20	21-30	31-40	41-50	All
❑	❑	❑	❑	❑	❑

12. If your legislature/parliament would have had to pay for the training provided, would you have budgeted the same amount annually as you requested from the PSP?

Yes, the same amount   No, a smaller amount   No, nothing at all
❏   ❏   ❏

13. To what extent does your legislature/parliament have the capacity to take over Members' Training and Support next year, in terms of budget and organisational capacity?

Not at all   To a limited extent   Reasonably well   To a large extent
❏   ❏   ❏   ❏

14. What kind of support would your legislature/parliament require to be able to do so?

HRD policy   Skills Development Plan   Organisational Capacity   Budget
❏   ❏   ❏   ❏

15. What training needs are still outstanding for members in your legislature/parliament?

Legislative process   Management   Public Speaking   Media Training
❏   ❏   ❏   ❏

Time Management   Speed Reading   Budgeting   Project Management
❏   ❏   ❏   ❏

Other
❏   Namely_____.. _____

Thank you for your time.

An Assessment Of The Skills Development Programme For Members Of Parliament And Provincial Legislature-Funded By The EU Parliamentary Support Prgramme.

Draft Questionnaire for the PSP and the European Union

Context and role

1. What is the role of the Parliamentary support programme with regards to the skills development programme?
2. What is the nature of the relationship between the PSP and the Member support committee in Parliament and the legislatures?
3. How are the other support programmes relate to the skills development programme?

Project Results

4. Did the skills development programme assist the PSP/EU to achieve its objectives as set out in your design document?
5. If so which objectives were met satisfactorily? Which once were not achieved satisfactorily?
6. What in your view contributed to the achievement or non-achievement of these objectives?
7. How would you define cost effectiveness in a programme of this type?
8. Comment on the cost effectiveness of the programme.

Funding

9. What strategies did the EU put in place to encourage sustainability of the project by Parliament and the provincial legislatures?
10. What other future areas will the PSP/EU be funding?
11. Will the EU consider continued funding for this programme if there is a need? Why?

Institutional arrangement

12. Are the current institutional arrangements to manage this project effective? How/why?
13. What reporting (both progress and financial) and monitoring mechanisms were put in place to monitor this programme?
14. Have these worked so far? Explain?
15. What are the areas that need improvement?

APPENDIX 2

Documents Received from Legislatures and Parliament

Documents Received and Reviewed:

Document	Parliament	G.P	KZN	N.W	F.S	W.C	N.P	E.C	M.P	N.C
Whip Manual				X						
Legislature Programme				X						
Training Programme		X			X				X	
Induction 99 Programme	X	X								
ANC Members Handbook		X								
Sample Order Papers	X									
Macroeconomic Course Handbook (USIAD)	X									
PFMA & Oversight AFREC Handbook	X									
Constituency Training Manual	X									
Budgeting Process Workshop Notes										X
MTEF Workshop Notes										X
99 Induction Handbook										X
PFMA Workshop Report										X
Leadership Skills Workshop Report									X	
Members Needs Assessment Form									X	
Opposition Handbook							X			
Performance Management Policy Document		X								
ANC Induction Policy Document		X								
ANC policy on Member Evaluation		X								
Youth & Gender Research Paper		X								
Communication Workshop Report			X							
Constituency Workshop Report			X							
Public Finance Workshop Report			X							
Legislature Newsletter			X		X					X

APPENDIX 3

Summary of Document Review for Project Team

A number of documents were provided by the PSP for the project team to review in preparation for the evaluation. The following is a summary that was made and circulated to all team members for their information.

Provincial Legislature Needs Assessment, 1997

Background

Five key functions of the provincial legislatures are:
1. Law making and policy
2. Oversight of the Executive
3. Ensuring effective internal organisational arrangements
4. Promoting public involvement in the legislature
5. Ensuring effective financial management

These can each be broken down into key tasks.

Law-making and policy

- Initiate bills
- Assist in the initiation of bills in parliament through liaison with the NCOP
- Consider, pass, amend or reject any provincial bill
- Assist in the consideration, passing ,amendment or rejection of bills in parliament through liaison with the NCOP
- Ensure effective communication and co-ordination between the NCOP and provincial legislatures
- Set up and operate effective committee systems to facilitate the legislative responsibilities of the provincial parliaments
- Carry out research to inform provincial legislative and policy-making processes
- Approve the provincial budget
- Ensure that provincial objectives, needs and priorities are reflected in the provincial budget and fiscal policy
- Ensure Parliamentary protocol, rules and procedures are understood and observed
- Ensure that the provincial legislative process is accountable, transparent and informed by effective public consultation and participation

This would require skills and abilities in:
1. initiating and drafting legislation
2. tabling questions and amendments
3. debating
4. chairing and membership of committees
5. policy formation, interpretation and analysis
6. research
7. public speaking
8. public relations and handling the media
9. budget and financial management
10. facilitation, negotiation and conflict management
11. speed reading

Oversight of the Executive

- scrutinise legislation
- exercise oversight over the budget in order to promote financial accountability
- request, receive and evaluate progress and performance reports from MECs and departmental heads
- build research and investigative capacity of MPLs and their support staff to ensure oversight is effectively carried out
- ensure public involvement is built into the oversight process
- ensure there is clear demarcation between the respective roles and responsibilities of MPLs and officials

This would require skills and abilities in:

- research and analysis
- framing questions
- policy formation, interpretation and analysis
- project planning and implementation
- budgetary and financial matters
- monitoring and evaluation
- chairing and membership of committees
- public speaking
- communication
- building relationships with departments
- facilitation and negotiation skills

Organisational Arrangements

- establish efficient and effective organisational arrangements designed to enhance the performance, responsiveness and accountability of the provincial legislature
- ensure such arrangements are supported by appropriate changes and improvements in leadership and management
- ensure that they are based on the development of more flexible and participative organisational structures and new systems of management that focus on the achievement of tasks and the meeting of needs
- ensure representivity, accountability, responsiveness, respect for diversity, race and gender equity
- establish clear and workable rules, regulations and procedures
- ensure effective working of standing committees
- ensure effective communication and co-ordination in the work of the legislature
- ensure the provision of adequate resources for the effective working of legislatures and their committees
- ensure the provision of IT support and Management Information Systems to improve efficiency and effectiveness
- ensure that resources are allocated equitably to all parties
- establish effective HRD systems

- introduce and operate effective forms of performance management and appraisal
- ensure the legislatures become learning organisations

This would require skills and abilities in:
- vision building
- strategic planning
- transformative leadership
- change management
- participative management
- quality management
- managing diversity
- facilitating race and gender equity in the workplace
- building relationships between elected members and officials
- policy formation and implementation
- project planning and management
- budgetary and financial management
- IT
- communication and co-ordination
- managing meetings
- managing, developing, motivating and empowering staff
- delegating
- negotiation and conflict management
- problem solving

Public Involvement

- conduct the business of the legislature in an open and accountable manner
- hold its sittings in public
- ensure simultaneous translation in all the official languages of the province
- develop clear principles, guidelines and procedures to encourage active public participation
- provide support and facilities for civil society lobby groups
- make arrangements to transmit radio broadcasts of the legislature's proceedings
- make arrangements for informing the public about the timetable for the legislature's activities
- raise awareness of MPLs and officials of the vital importance of public participation
- make links with schools, NGOs and other relevant civil society organisations to promote public education about the legislature
- train MPLs and officials in public relations and media skills
- ensure that MPLs have adequate time for both their parliamentary and constituency responsibilities

This would require skills and abilities in:
- liaising and networking with civil society organisations
- using constituency surgeries to raise public awareness and promote public involvement
- chairing and facilitation skills to encourage participation
- public relations and handling the media
- effective public speaking
- effective communication
- effective listening

Financial Management, Control and Accountability
- ensuring transparency, accountability, equity and effective financial management in the affairs of the province
- consider, amend and approve the provincial budget and appropriation bills
- ensure the provincial budget reflects the objectives, needs and priorities of the province
- Ensuring that the provincial budget is based on effective planning and co-ordination, consistent with the MTEF
- Exercise oversight over provincial expenditure with a view to promoting accountability and the cost effective utilisation of resources
- Ensure revenue is allocated to local government structures
- Ensure that procurement systems are fair, equitable, transparent, competitive and cost-effective
- Impose provincial taxes, levies and duties
- Raise loans for capital and current expenditure in a responsible way
- Ensure that the interests of the province are represented within the Finance and Fiscal Commission (FFC), the Budget Council, the Inter-Governmental Forum and Minmec
- Keep informed about and input into national policy making and legislation with respect to financial matters
- Receive and consider reports from the Auditor-General
- Ensure that the public is informed about and involved in the financial and budgetary process in the province
- Ensure efficient, effective and accountable systems and procedures to manage the financial affairs of the legislature
- Ensure such systems are well understood by MPLS and officials
- Ensure that such systems are regularly upgraded in line with best practice
- Ensure that the management of such systems is regularly monitored and evaluated and that corrective measures are taken where necessary
- Ensure that competent and qualified staff are appointed and their skills and knowledge regularly upgraded
- Ensure that resources are used in a cost effective way

This would require skills and abilities in:
1. reading and understanding budgets, financial statements and reports
2. preparing budgets
3. financial control
4. financial administration
5. financial planning
6. cost-benefit analysis
7. costing policy alternatives
8. costing policy implementation
9. IT skills for effective financial management

Overview of Training Needs Identified

Study identified generic training needs for MPLs as:
- The legislative responsibility of Parliamentarians
- The budgetary process and financial management
- The skills of an effective communicator
- Women in parliamentary management
- Leadership and management in parliament
- Management skills for traditional leaders
- Project management

It also identified joint training needs for MPLs and officials as:
- IT and computer skills
- Strategic vision and planning workshop
- Labour relations
- Conducting meetings
- Team building
- Understanding and managing diversity

High Priority Training Needs for MPLs
- Knowledge and skills in the budgetary process and financial management
- Knowledge of the procedures and protocol of Parliament
- Knowledge and skills of the oversight and investigative role and responsibilities of MPLs
- Skills in building relationships with administrative staff
- Chairing and facilitating skills for committee work
- Negotiation and conflict resolution skills
- Knowledge of constituency responsibilities and skills in constituency work
- Effective communication skills

Medium Priority Training Needs for MPLs
- Leadership and vision building skills for transformation

- Skills in policy formation, interpretation and analysis
- Skills in managing people
- Project management skills
- Knowledge and skills in gender sensitivity
- Knowledge and skills in implementing effective affirmative action policies

Province by Province Training Needs Identified

High priority training needs are defined by 80% or more of the MPL sample requiring training and development in that competency.

Eastern Cape
- Policy implementation (high priority)
- Lobbying (high priority)
- Budgeting (high priority)
- Research skills (high priority)
- Conflict management (high priority)
- Parliamentary rules and procedures
- Policy formation
- Policy advice
- Policy analysis
- Policy evaluation
- Research skills
- Managing personal finances
- Understanding financial procedures and systems
- Understanding the MTEF
- Briefing skills
- Effective writing
- Public speaking
- Handling media interviews
- Interpersonal communication
- Communicating with the public
- Facilitating greater public participation
- Leadership
- Vision building
- Strategic planning
- Change management
- Human resources management and development

Free State
- Conflict management (high priority)
- Briefing skills(high priority)
- Problem solving/decision making (high priority)
- All areas of financial management and the budgetary process (high priority)
- IT/computer skills (high priority)
- Project management (high priority)
- Policy advice (high priority)

- Policy analysis (high priority)
- Policy implementation (high priority)
- Parliamentary rules and procedures
- Policy formation
- Policy evaluation
- Lobbying
- Research skills
- Effective writing
- Public speaking
- Handling the media
- Communication skills
- Public participation skills

Gauteng
No high priority needs in comparison to other provinces
- Writing reports, speeches
- Speed reading
- Analytical skills and problem solving
- Political skills
- Making public presentations
- Handling the media
- Working in a second language
- Questioning skills
- Confidence building
- Managing budgets and public finance
- Knowing where to look for help when working in a new area
- Listening skills
- Understanding how the budget works

KwaZulu-Natal
- Conflict management (high priority)
- Factors influencing the budget (high priority)
- Problem solving/Decision-making (high priority)
- IT/computer skills (high priority)
- Parliamentary rules and procedures (high priority)
- Motivating staff (high priority)
- Coaching and mentoring (high priority)
- Understanding budget responsibilities (high priority)
- Project management (high priority)
- Delegating tasks (high priority)
- Managing change (high priority)
- Leading a team (high priority)
- Policy formation (high priority)
- Policy advice (high priority)
- Policy analysis (high priority)
- Research skills (high priority)
- Lobbying (high priority)

- Handling the media (high priority)
- Public speaking (high priority)
- Effective writing (high priority)
- Policy implementation
- Protocol issues
- Language skills
- Gender sensitivity
- Briefing skills
- Interviewing skills
- Understanding the fiscal policy
- Financial management
- Budgeting

Mpumalanga
- Councelling (high priority)
- Understanding the functions of the NCOP
- Parliamentary programming and scheduling
- Facilitating public participation processes
- Speech writing
- Presentation skills
- IT/computer skills
- Report writing
- Policy analysis and interpretation
- Processes for constituency work
- Parliamentary procedures
- Co-ordination of committees
- Minute taking
- Media and interviewing skills
- Time management
- Chairing/conducting meetings
- Financial management
- Supervision and management of staff
- Strategic planning
- Research skills
- Human relations skills
- Oversight and investigative functions

Northern Cape
- Public speaking (high priority)
- Project management (high priority)
- Strategic leadership (high priority)
- Coaching and mentoring (high priority)
- IT/computer skills (high priority)
- Negotiation skills (high priority)
- Conflict management (high priority)
- Briefing skills (high priority)
- Policy implementation (high priority)

- Preparing budgets (high priority)
- Policy formation (high priority)
- Policy evaluation (high priority)
- Factors informing the budget (high priority)
- Parliamentary issues/protocol
- Communication and the media
- Public participation processes
- Understanding the budget process and financial management

Northern Province
- Handling media interviews (high priority)
- Policy formation and analysis
- Appropriation Bills
- Department and standing committee responsibilities and relationships
- Definition of roles
- Darfting skills
- Investigative and oversight responsibilities
- Chairing committees
- Strategic planning and evaluation of plans
- Discussion of democracy
- Constituency skills and responsibilities
- Facilitating consultation
- Economics and financial understanding
- Communication skills
- Public presentation and debate
- Question formulation
- Facilitation and consultative team work
- Vision, mission and strategy
- Leadership skills
- Empowerment and taking responsibility
- Reading and writing effectively
- Time management and setting priorities
- Managing personal finances
- The budgetary process - role of the Speaker and Deputy Speaker
- Starting business projects
- Project leadership
- Project planning
- Project implementation
- Project evaluation

North West
- Assertiveness (high priority)
- IT/computer skills (high priority)
- Preparing budgets (high priority)
- Planning
- Understanding the budgetary processes
- Problem solving

- Decision making
- Preparing budgets
- Meeting procedures
- Co-ordinating meetings
- Policy analysis and evaluation
- No "culture of reading"
- Public speaking
- Interpretation and analysis of policies
- Report writing
- Motivation skills
- Writing and delivering speeches
- Understanding oversight functions

Western Cape
- IT/Computer skills (high priority)
- Counselling (high priority)
- Research skills
- Conflict management
- Speed reading/writing
- Interpersonal skills
- Communication skills
- Public speaking
- Parliamentary policies and procedures
- Financial management
- Fund-raising
- Office management
- Time management
- Understanding of comparative parliamentary systems
- Ability to deal with constituency work
- Leadership skills
- Motivating staff
- Problem-solving
- Policy analysis
- How to draft bills

(Training Needs Assessment instrument is in appendix E of document, should we wish to reapply it to beneficiaries)

Other Findings

- Lack of HRD and HRM policy was one of the most serious concerns raised by respondents
- HR managers could develop and share joint sets of procedures
- Lack of standardised and benchmarked performance assessment instruments against which to measure the performance of MPLs

Recommendations

The report recommended that:
1. Training programmes be located within a broader HRD strategy
2. AN HRD strategy should integrate into broader OD and service delivery strategies that are linked to budgetary processes
3. M & E mechanisms are put into place
4. Standardised design of training with local adaptation
5. Sharing of information between provinces to ensure cost effectiveness
6. HRD programme designed to develop specific job-related and career-related competencies that are directly related to work needs of MPLs
7. Formal programmes for MPLs be complimented by less formal development initiatives
8. Delivery methods be as flexible as possible to accommodate individual and organisational needs and to ensure maximum attendance
9. A training advisor be appointed to assist provinces in developing HRD policy and programmes and in setting up M & E mechanisms

Key Points in Mid-Term Review, July 99

Background

- Believed PSP to be in final stages then, with a possibility of short extension
- PSP established out of EU partnership appraisal team mission, which recommended the establishment of the PSP with the objective to strengthen the role and support functions of legislatures on a national and provincial level.
- The appraisal team outlined the six key result areas:
    1. Supporting structure and services of Parliament provided and efficient
    2. Parliament skills and knowledge increased
    3. Participation of women MPS/MPLs increased
    4. Proposals to improve institutional arrangements considered by legislatures
    5. Representation function and responsiveness improved
    6. Communication and co-operation between legislatures improved

- The appraisal team proposed the existing management structure
- Signed financing agreement in Nov 96, signed by the Speaker of the National Assembly
- Financing agreement of R85 million between Nov 96 and Nov 99

Findings

- Training needs assessment completed
- Course and curriculum framework developed
- 2122 person training units
- at that time, skills audit completed in Mpumalanga and Gauteng
- Database of 403 service providers compiled
- Induction programme implemented
- Training of MPs/MPLs 11% of PSP budget
- Total project budget - R190 million
- EU contribution - R85 million
- Legislature contribution - R105,6 million
- Under-spending to date
- Conflict between individual support and collaborative support model for legislatures
- Appears that "one size fits all" approach is less effective and legislatures/parliament need more tailored approach
- Of all PSP interventions, members training has been the most appreciated by beneficiaries
- Impact had not been assessed at that time as operations were only properly underway by mid 98, for a number of reasons:
    1. Internal managerial problems that led to the first national Co-ordintor resigning

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2. Restricted access to legislatures and parliament when the Transformation Office and the Speakers Forum Secretariat became dysfunctional
3. No regular M & E due to lack of detailed indicators and no formalised m & E systems (NGO and later consultant was contracted to undertake M & E, but never properly implemented)

- Training was evaluated by way of participant evaluation forms, but this info was not used by the programme

Critical Issues

- Legislatures haven't incorporated PSP initiatives into their own planning and budgeting
- Parliament has managed to do so since phase 4, thanks to the work of the Liaison Officer
- Implementation of projects was often delayed due to waiting for findings of research, which were often delayed themselves. This led to some unhappiness on the part of legislatures, who were pushing for quicker implementation
- Being client-driven has led to an ad-hoc approach in a number of instances
- Few efforts were undertaken to establish comprehensive training packages in the legislatures which could be sustained beyond the life of the PSP
- The original organogram proposed by the appraisal team in 96 had become blurred when the Speakers Forum Secretariat became dysfunctional and its various for a ceased to function (including the HRD task force leading Members Training and Support)
- PMU then tried to contact line organisations directly, but this was frowned upon. Tension was created between being a supportive structure and an initiating agent in the sector
- PMU lacked TOR and role clarity as a result
- PMU needed a more detailed global workplan
- Consultant fatigue and lack of continuity between researchers and implementers of initiatives existed with the legislatures in regard to PSP interventions, which created tensions between the parties
- A level of EU over-involvement in operational issues of the PSP impacted negatively on the efficiency of the organisation

Recommendations

- The team recommended four options for the future of the PSP and its exit strategy
- The team also recommended a number of realignments. They are:
    - Align PSP budget lines with national and provincial budgets and MTEF
    - Establish TOR for PMU
    - Establish a functional M & E system
    - Mainstream gender issues into PSP initiatives

- Design more tailor-made training interventions for members and staff

Statistics on Legislatures - End '99

Legislature	Staff	MPs/MPLs	Legislature Budget (R million)	Total Provincial Budget (R billion)	% of Total National Budget
Eastern Cape	171	56	47.512	15.946	0.3%
Free State	78	30	36.635	6.375	0.6%
Gauteng	127	86	69.969	15.073	0.5%
KwaZulu-Natal	142	85	50.464	18.777	0.3%
Mpumalanga	76	30	39.101	5.992	0.7%
Northern Cape	57	30	20.444	2.241	0.9%
Northern Province	86	40	26.008	11.993	0.2%
North West	55	34	29.286	7.856	0.4%
Western Cape	48	42	12.692	10.039	0.1%
Parliament	807	490	341.76	213.829	0.2%

(Source: EU/PSP Mid Term Evaluation, DCHR and CASE, Aug 1999)

Budgetary Summary from Phase V Workplan

Phase V – May 2000 – May 2001

Result Area	Revised Programme Budget	Spent Phase I-IV	Available Phase V	Budget Phase V	Programme Balance
Result 1	65,516,337	27,840,033	37,676,304	34,862,453	2,813,851
Result 2	**4,395,952**	**2,649,617**	**1,746,335**	**1,391,448**	**354,887**
Result 3	-	-	-	-	-
Result 4	910,637	417,138	493,499	387,874	105,625
Result 5	4,553,190	2,552,052	2,001,138	3,245,999	(1,244,861)
Result 6	16,602,615	11,847,347	4,755,268	6,751,844	(1,996,576)
Total Results	91,978,731	45,306,187	46,672,544	46,639,618	32,962
Contingencies	4,216,246	-	4,216,246	-	4,216,246
Total Budget	96,194,977	45,306,187	50,888,790	46,639,618	4,249,172

NB. Total results column does not tally with sum of 6 result areas.

Notes

1. The result area for the evaluation is result 2 "legislative skills and knowledge of MPs/MPLs increased".
2. The objective for result 2 is "to support the enhancement of skills and knowledge of Members for effective participation in the legislative process".
3. The activity for result 2 is "design and conduct legislative skills and knowledge development programme for MP/Ls, including organising MP/Ls participation".
4. The performance indicators are:
   a. Number of courses designed and conducted
   b. Evaluation system designed and implemented
   c. Increased skills and knowledge about parliamentary process

Provincial Breakdown – Phase V Overview

Training Course	Parliament	W. Cape	N. Cape	E. Cape	Free State	KZN	Mpuml	Gauteng	N. West	N. Prov	Total
Legislative and procedural training	-	Budget & finance 28,000	Leg Process 20,000	Budget & finance 30,000	Budget & finance 30,000		Budget & finance 30,000	Budget & finance 10,000	Law making 20,000	Budget & finance 21,000	
		Protocol 28,000		Leg Process 40,000	Leg drafting and analysis 25,000	Leg drafting and analysis 30,000	Leg drafting and analysis 30,000	Leg Process 50,000	Protocol 20,000		
							Law making 10,000				
							NCOP role 15,000				400,000
Committee Training	Committee training 150,000							Committee training 100,000			
	Chairperson training 60,000										310,000
Part-specific	Party specific training 240,000										240,000
Management training	Training for whips 80,000			Strategic planning 20,000	Strategic planning 20,000	Leadership skills 40,000	Project man 30,000	Leadership skills 20,000		Project man 36,000	

Training Course	Parliament	W. Cape	N. Cape	E. Cape	Free State	KZN	Mpuml	Gauteng	N. West	N. Prov	Total
							HRD skills 10,000	Project man 10,000		Diversity man 31,000	
								Change Man 10,000		HRD skills 36,000	
								Skills audit 10,000			368,000
Communication and media		Comm. 28,000	Comm. 20,000	Comm. 50,000	Comm. 25,000	Comm. 21,000		Comm. 10,000			
		Public speak & speech writing 28,000	Media skills 20,000		Public speak & speech writing 28,000	Public speak & speech writing 28,000		Public speak & speech writing 28,000	Public speak & speech writing 28,000		
			Effective Meetings 20,000		Conflict res 25,000	Conflict res 10,000					
Communication & media						Debating 7,000					356,000
Personal skills		Computer training 28,000		Computer training 55,000	Computer training 40,000	Computer training 69,000	Computer training 15,000			Computer training 52,000	
					Speed reading 20,000	Speed reading 35,000	Speed reading 20,000			Speed reading 11,000	345,000

Training Course	Parliament	W. Cape	N. Cape	E. Cape	Free State	KZN	Mpuml	Gauteng	N. West	N. Prov	Total
External	Exchanges 198,000		Conf 20,000	Conf 25,000					Conf 60,000	Exchange 100,00	403,000
Purchasing training packages				Training packages 10,000							10,000
Total	728,000	140,000	100,000	240,000	230,000	224,000	160,000	240,000	120,000	287,000	2.469 Million

In addition, result 2 funds

- 10 researchers in parliament for 1.4 million per annum
- the establishment of a task force for MPs to guide the development of the training programme and appoint co-ordinator with an activity budget of R930,000 (training co-ordinator, admin assistant, finance assistant, Member Support co-ordinator)
- organising the participation of MP/Ls in training courses (activity budget unspecified)
- the production of publications and handbooks at a cost of 113,830