PAN AFRICAN PARLIAMENT

Strategic Plan 2006-2010

"One Africa, One Voice"

November 2005

Foreword by the President

The Pan African Parliament Strategic Plan 2006-2010 embodies the strategic intent, ideals and objectives of Parliament for the next five years and beyond. It provides the vision, mission and strategic objectives. It also proposes the activities aimed at attaining the stated vision.

The strategic planning process began in early 2005 with the financial and material support of the United Nations Department of Economic and Social Affairs (UN/DESA) which assigned the consultancy work to Professor Severine Rugumamu. The consultant carried out a series of consultations and interactions with various stakeholders inside and outside the PAP. These included, among others, the PAP Bureau, PAP Committees, a joint meeting with the Committee of Office Bearers, Members of the Parliament and a selected group of stakeholders. The specific purpose of those consultations was not only to promote a broad-based ownership of the Strategic Plan but also to facilitate the identification of an agreement on a selected core of priorities to be addressed by the Parliament. The PAP Committees prepared their respective strategic priorities which were later consolidated into one integrated plan. The first draft of PAP Strategic Plan 2006-2010 was presented to both the Bureau and a joint session of PAP Committees on 18th October, 2005 in Midrand, South Africa. Following those meetings, a Parliamentary Task Force was formed to pursue with the process of finalizing the Plan. The Task Force included:

- Hon. Miria Matembe - Chairperson (Uganda)
- Hon. Dr. Boudina Mostepha (Algeria)
- Hon. Dr. Princess Jigida Baba (Sierra Leone)
- Hon. Suzanne Vos (South Africa)
- Hon. Ismael Tidjani-Serpos (Benin)
- Hon. El Hadj Diao Kante (Guinea)

Among the following support and contributing members to the Strategic Plan were:

- Mr. Dick Toornstra (European Parliament)
- Mr. Enrico Seta (Chamber of Italy)
- Mr. Klaus Brückner (German Technical Cooperation- GTZ)
- Dr. Jose Bright (The Bright Group)
- Hon. John Bosley (African Capacity Building Foundation)
- Ms Jessica Longwe (Association of Western European Parliamentarians for Africa –AWEPA)
- Mr. Flavio Zeni (United Nations Department of Economic and Social Affairs (UN/DESA)

Their contributions and facilitation are highly appreciated including all the stakeholders.

This document is the first comprehensive and integrated strategic plan for the PAP which is intended to serve as a guideline of its operations through its early stages of development and consolidation. It is also important to emphasize that this document is not cast in stone, rather, it is a living document subject to change and modification as time and conditions so demand.

Prior to the creation of the Pan African Parliament, there was no continental mechanism for debating and securing wider informed views on development and other issues affecting the peoples and countries of Africa. Equally so, there was also no mechanism for introducing and sustaining a continental agenda in the National Parliaments.

The Pan African Parliament has been created with the precise objective of supporting the oversight of the implementation of the policies and objectives of the AU/AEC as well as promoting the process of African integration through the legislative actions of National Parliaments in accordance with the recommendations and opinions of the PAP.

Pursuant to the Protocol establishing the Pan African Parliament, its core functions include

representation, oversight of AU organs and the harmonisation and coordination of national legislation, as well as the policies, measures, programmes and activities of the Regional Economic Communities and the parliamentary fora of Africa. These roles and functions have been well articulated by taking into account national prerogatives, and within the boundaries of shared principles of subsidiary.

Dr. Gertrude I. Mongella (MP)
Pan African Parliament President

Executive Summary

The **Pan African Parliament Strategic Plan 2006-2010** provides a shared vision, mission and strategic objectives for this new Institution of the African Union. It is a coherent framework that is meant to guide the operations of the Pan-African Parliament (PAP), the PAP Bureau, Committees and the Secretariat for the next five years and beyond.

During the immediate short-term phase, PAP Strategic Plan will concentrate its efforts largely on addressing its core strategic objectives and targeting institutional and human resource capacity building efforts that are necessary to achieve the agreed political objectives as well as developing and strengthening PAP's internal processes, systems, procedures and management cultures. The core strategic objectives of PAP are the followings:

1. Strategic institutional objectives
    - Developing a resource mobilization plan and strategy;
    - Sharing and transferring of knowledge, skills and expertise from other parliamentary institutions;
    - Identifying and mobilizing potential supporters on the African Continent and beyond.
    - Establishing a unit within PAP to be responsible for resource mobilization and management;
    - Encouraging National Parliaments to create a dedicated budget line for PAP activities; and
    - Consolidating the PAP Trust Fund to finance extra-budgetary activities.

2. Strategic political objectives
    - Representing the voices of the peoples of Africa so as to create unity and dignity of Africa;
    - Promoting, protecting and defending the principles of human rights, gender parity, democracy, peace and security;
    - Enhancing oversight capacity of PAP;
    - Promoting the harmonization of continental, regional and national laws to foster continental integration;
    - Encouraging and supporting inter-institutional and other deliberative organs; and
    - Transforming from advisory and consultative body to a full legislative organ.

According to the Strategic Plan, PAP will use the initial development phase to seriously engage the AU organs in examining and agreeing on the practical and operational modalities for co-ordinating and harmonizing their respective mandates. More specifically, PAP will seek to:

- Engage the AU and its organs in clarifying their respective mandates that tend to overlap;
- Define and agree on flexible mechanisms for integrating respective organs into the overall governance system of the AU;
- Establish formal and predictable inter-institution linkages; and
- Develop a road map for its gradual institutional transformation from its consultative and advisory role into a body with full legislative powers.

In the medium and long-terms, the Pan African Parliament will seek to consolidate the political, organizational and institutional gains culminated during the first five years. It will also build on its legislative powers to further enhance its mandate with respect to issues of representation, oversight as well as the harmonization of laws and policies. It will also promote the principles of human rights, democracy, peace and security as well as undertake related advocacy tasks.

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LIST OF ABBREVIATIONS

ACP	African, Caribbean and Pacific
ACP-EU	African Caribbean and Pacific-European Union
AEC	African Economic Community
APU	African Parliamentary Union
APRM	African Peer Review Mechanism
AU	African Union
AWEPA	Association of European Parliamentarians for Africa
CPA	Commonwealth Parliamentary Association
EU	European Union
EP	European Parliament
G-8	Group of Eight
GOPAC	Global Organization of Parliamentarians against Corruption
ICTs	Information and Communication Technologies
IPU	Inter Parliamentary Union
IT	Information Technology
MDGs	Millennium Development Goals
MP	Member of Parliament
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organizations
OAU	Organization of African Union
PAP	Pan African Parliament
PGA	Parliamentarians for Global Action
RECs	Regional Economic Communities
SADC	Southern African Development Community
SWOT	Strengths, Weaknesses, Opportunities, Threats
TICAD	Tokyo International Conference on African Development
UN	United Nations
UN/DESA	United Nations Department of Economic and Social Affairs
WTO	World Trade Organization

A. Introduction: overview, vision, objectives, powers and structure

1 INTRODUCTION

As detailed in Annexure 1, "PAP Milestones", the Pan African Parliament (PAP) was established, under Article 17 of the "Constitutive Act of the African Union", in July 2001. The composition, powers, functions and organization of the Pan African Parliament are defined in the "Protocol to the Treaty establishing the African Economic Community relating to the Pan-African Parliament" of July 2001 (herein after referred to as the Protocol). Article 2 of the PAP Protocol outlines the objectives of the Pan African Parliament (see Annexure 2). Cognizant of these basic documents, the following pages seek to set out the Strategic Plan for the Pan African Parliament. It is a road map which seeks to provide a clearer handling of the numerous competing demands on the Parliament's limited resources.

The immediate objective of the Plan is to provide an analysis of the current and urgent goals as well as the programme needs, and to prioritise these for action. The longer term objective of this exercise is to embed strategic planning processes and management systems (e.g. financial, information and organisational development) in the Pan African Parliament Bureau's daily performance.

1.1 Purpose of the Document

The Strategic Plan is the first step of the Pan African Parliament to align its resources and activities to the pledge by the African leaders and their common vision for a better African voice. In particular, this Strategic Plan is a Pan African Parliament's initiative meant to develop its vision, mission statement, goals and to design a set of detailed operational action plans to accomplish them. In addition to going through the strategic planning process, the Pan-African Parliament will gain valuable skills and experience in looking at its Strategic Plan as a living document to be modified according to the needs and resources available, as well as using it to justify and/or seek additional resources outside the Pan-African Parliament.

1.2 The Overall Strategic Planning Considerations

It is important to note that the Pan African Parliament will not be directly involved in implementation. Rather, such implementation will remain the responsibility of designated institutions. The PAP will act as a catalyst, facilitator, co-ordinator, harmonizer and negotiator. Its principal goal will be to enhance the effectiveness of African Union structures, Regional Economic Communities and those of Member States. This suggests that the PAP wishes to be a lean and focused organisation with strong support capacity to enable it to deliver on its mandate.

The objective of the strategic planning process was to produce a concise, focused document, which will reflect the nature and strategic intent of the Pan African Parliament and guide its direction in both its operational (delivery) and management (support) processes.

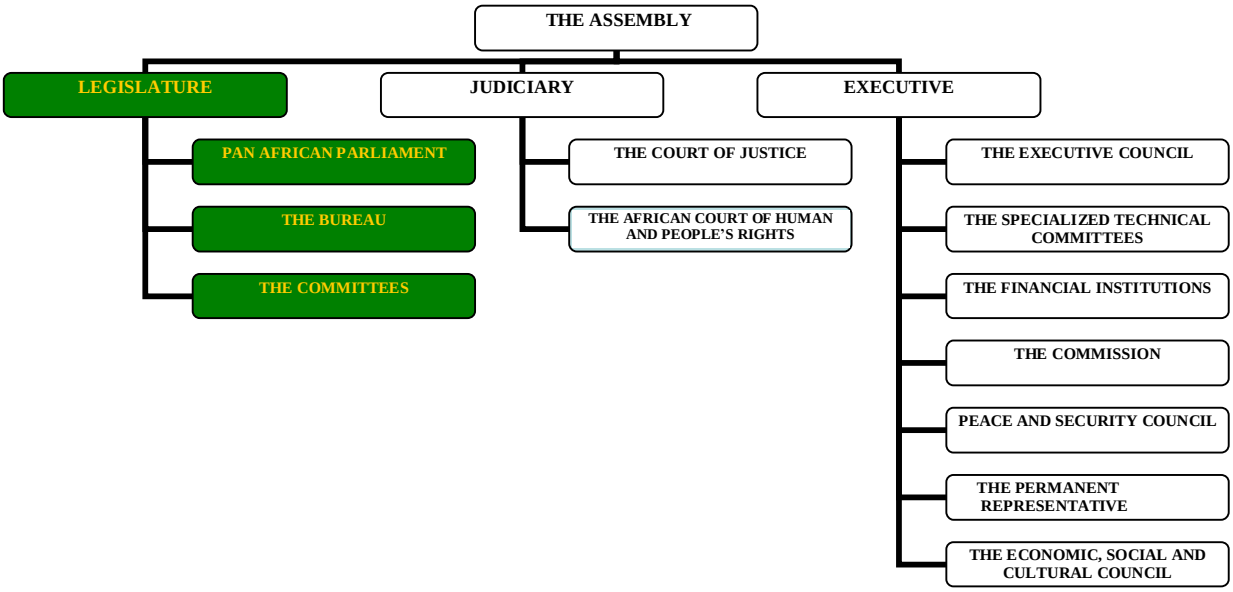
1.3 The Strategic Planning Process

The process used in preparing various drafts of this Strategic Plan involved a series of consultations and meetings with the PAP Bureau, Committees and key staff members of the Secretariat. Those consultations and meetings gave rise to this final document.

2 OVERVIEW

2.1 Institutional structure of the AU

The Pan African Parliament is one of the eleven (11) Organs provided for in Article 5 of The Constitutive Act of the African Union and under Article 2 of the Protocol to the Treaty Establishing the African Economic Community (AEC) relating to the Pan African Parliament. It enjoys all rights and privileges enjoyed by other AU institutions. The following organogram illustrates the relationship of PAP to the AU and other related organs.



Source: Compiled from the Constitutive Act of the African Union and its Protocol on Amendments by PAP.

2.2 PAP structure

The structure of the Pan African Parliament consists of the **Plenary**, the **Bureau**, the **Permanent Committees** and the **Secretariat**.

2.2.1 PAP Plenary

Membership to the PAP is open to National Parliaments whose countries are Members of the African Union. By November 2005, PAP membership consisted of National Parliaments of 46 African Countries.[1]

Each Member State is represented in the Pan African Parliament by five (5) national parliamentarians, at least one of whom must be a woman. The representation of each Member State must reflect the diversity of political opinions in each National Parliament or some other deliberative organs. Its ultimate aim is to evolve into an institution with full legislative powers, whose Members are elected by universal adult suffrage.

2.2.2 Bureau

According to Article 12(5) of the Protocol to the Treaty establishing the African Economic Community (AEC) relating to the Pan African Parliament, the President and the Vice-Presidents shall be the Officers of the Pan-African Parliament. The officers, under the control and direction of the President and subject to such directives as may be issued by the Pan-African Parliament, shall be responsible for the management and administration of the affairs and facilities of the Pan-African Parliament and its organs.

The Bureau of PAP is ultimately responsible for the organization and operation of the Parliament as an institution. It is composed of the President and Four Vice-Presidents representing the five African regions respectively.[2]

Annexure 3: Bureau's Functions provides a detailed description of the functions of the Bureau.

2.2.3 Pan African Parliament Permanent Committees

In accordance with the provisions of Rule 22 of the Rules of Procedure, PAP has established ten Permanent Committees namely:

1. Committee on Rural Economy, Agriculture, Natural Resources and Environment
2. Committee on Monetary and Financial Affairs
3. Committee on Trade, Customs and Immigration Matters
4. Committee on Co-operation, International Relations and Conflict Resolutions
5. Committee on Transport, Industry, Communication, Energy, Science and Technology
6. Committee on Health, Labour and Social Affairs
7. Committee on Education, Culture, Tourism and Human Resources
8. Committee on Gender, Family, Youth and People with Disability
9. Committee on Justice and Human Rights
10. Committee on Rules, Privileges and Discipline

Annexure 4: Committees' Functions provides a detailed description of the functions of each Committee.

[1] The following AU Member states are Members of PAP: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Central Africa Republic, Cape Verde, Chad, Comoros, Congo, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Kenya, Lesotho, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Mozambique, Namibia, Niger, Nigeria, Rwanda, Saharawi Arab Democratic Republic, Senegal, Sierra Leone, Somalia, South Africa, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, Zambia and Zimbabwe.

[2] . The five African regions include East Africa, West Africa, Central Africa, North Africa and Southern Africa.

2.2.4 The Secretariat of the Pan African Parliament

In the performance of its functions, the Pan-African Parliament is assisted by the Secretariat.

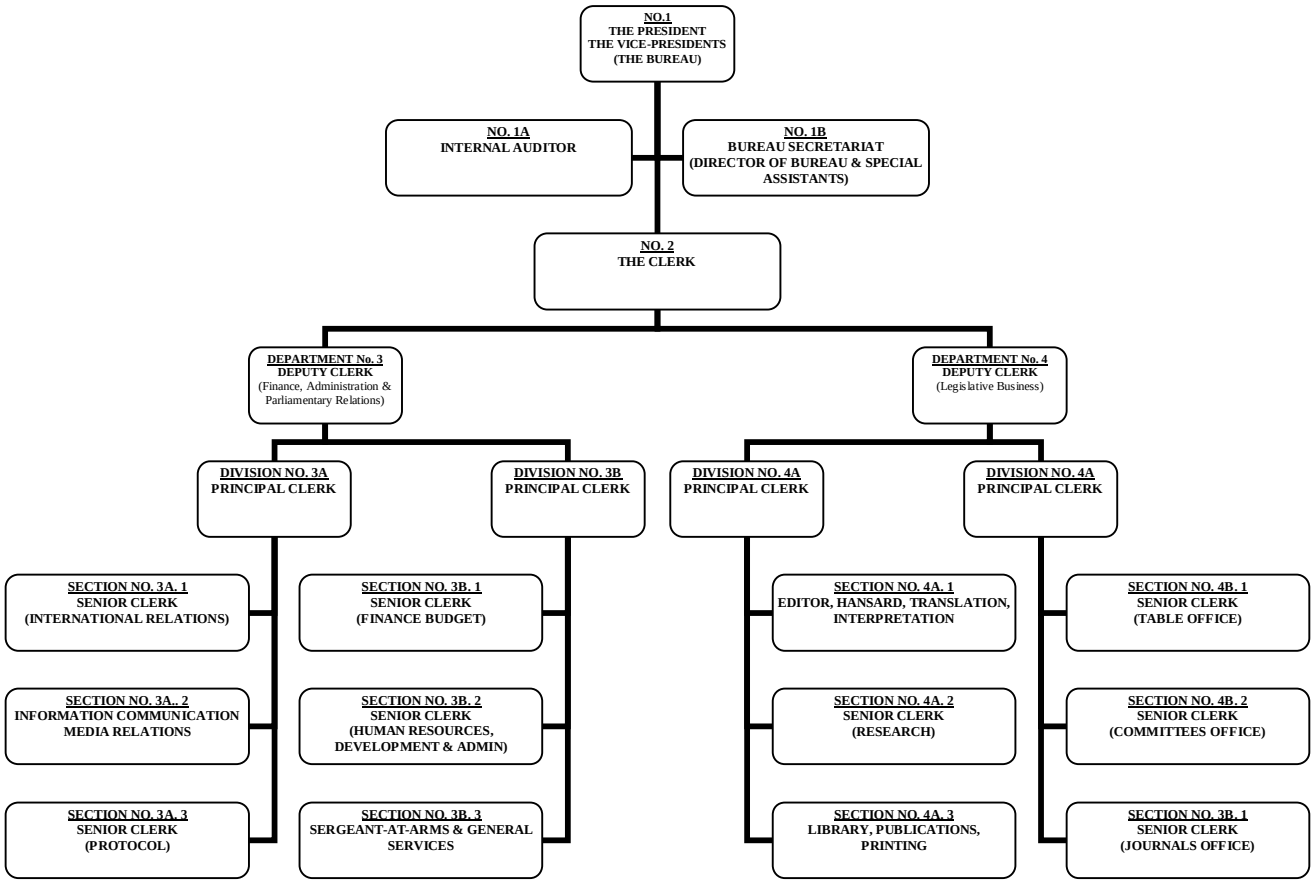
The Secretariat is composed of:

- The Clerk
- Two Deputy Clerks
- Other management and support staff, in accordance with Article 12 (6) of the Protocol

2.3 Functions and powers of the PAP

The **Functions and Powers** of the Pan-African Parliament as derived from Article 11 of the Protocol (*Annexure 5*) are stated in Rule 4 and 5 of the Rules of Procedure adopted by the PAP on 21 of September 2004 (*Annexure 6*)

2.4 0rganigram – PAP Organisation Structure[3]



[3] As approved by the House during the 3rd Ordinary Session, held between March 29 - April 11, 2005 in Midrand, South Africa

3 VISION AND MISSION

3.1 Vision

The PAP vision is:

«A continental institution harnessing "One Africa, One Voice"»

The PAP vision has a long-term horizon and envisions a Pan African Parliamentary Institution that will provide a common platform for African peoples to fully participate in the decision-making processes for the political and socio-economic development and integration of the Continent particularly through the harmonization and coordination of the policies and laws made at national and regional levels and by promoting a sense of unity and common destiny among the peoples of Africa.

3.2 Mission

To provide a common platform for African peoples to represent, and to act as a voice of the people of Africa presenting their opinions, their concerns and aspirations, and thus effectively holding the governing institutions of the AU accountable in the implementation of policies and programmes as well as in the allocation and use of public resources for promoting just, equitable and sustainable development for all the peoples of Africa.

4 CORE VALUES

The values are a set of beliefs that guide the management of the Pan African Parliament. They are the foundation upon which all policies are based. They are inbuilt in the Constitutive Act and the Protocol of PAP which include:

- **Fundamental Human Rights:** PAP subscribes to social justice, fundamental human rights, gender equality and the democratic values of human dignity, equality and freedom as a cornerstone of democracy in Africa.
- **People-centeredness**: PAP respects all the people of Africa; honour their integrity; and it is committed to representing and serving them.
- **Subsidiarity and Cooperation**: PAP co-operates with other organs of the African Union, National and Regional Parliaments and Governments as well as stands for the subsidiarity principle.
- **Professionalism and good institutional governance:** PAP is accountable and transparent, and it is customer-focused and strives for the highest of service quality.

5 PAP ADDED VALUE

In order to achieve the comprehensive and democratic integration of Africa, PAP:

- can work with, and conduct continental and regional business directly with the African national Parliaments;
- is better positioned to influence continental/regional action on issues related to legislation, policy regulations and administrative procedures, e.g. harmonisation and convergence;

- is better positioned to accelerate the adoption and implementation of African protocols, agreements and declarations;
- is central to strengthening the oversight capacity of national Parliaments in order to hold the executive branches of government accountable with respect to the implementation of AU agreements and programmes;
- can easily access the Peoples of Africa, as its Members are also Members of National Parliaments who presumably are in touch directly with their constituencies;
- provides the continental mechanism for bringing about and sustaining democratic values through electoral systems and legal infrastructure;
- is qualified to institutionalize the observation of elections in African countries, in furtherance of the promotion of a regional democratic culture;
- is central in promoting gender parity; and
- is better able to promote tolerance for political diversity given that it is composed of elected or designated members from National Parliaments with diverse political affiliations.

6 ENVIRONMENTAL ANALYSIS

In order to plan in a realistic and practical manner, the PAP examined the external and internal factors that are likely to impact on its ability to implement its vision and mission goals. PAP Bureau, Committees and staff were presented with a general outlook on ways to analyse PAP's external and internal environments as part of their planning activities in order to maximize PAP's opportunities, given its strengths, while minimizing its threats and internal weaknesses. They were requested to scan their environment by looking at the following external factors:

- Forces and trends that impact on PAP's activities (e.g. political, economic, social and technological)
- Opportunities and threats to the PAP

They were also requested to scan their internal environment by looking at:

- Internal resources (people, information, finances)
- Strengths
- Weaknesses

The brief environmental analysis enabled PAP to adjust its strategic plan to its reality, and to identify critical assumptions – those factors which may be outside the control of PAP, yet which will influence its success in achieving its vision and mission goals.

For further details on the environmental analysis see Annexure 7

7 SWOT MATRIX

The matrix below identifies the key strengths, weaknesses, opportunities and threats that were identified through the SWOT analysis. The matrix compels one to urge that imaginative strategies and adequate resources be made available in order to maximize strengths to leverage opportunities. Equally important, deliberate actions should be taken to minimize the negative impact of identified weaknesses and threats.

Table 1: SWOT Matrix

Strengths	Weaknesses
1. Enhanced mutual dialogue and negotiations with National Parliaments of Member States to determine functional relationship as well as boundaries in decision-making; 2. Enhanced dialogue and negotiations with Regional Parliaments and National Parliaments to strengthen parliamentarism; 3. Enhanced Human Resource Management; 4. Increased transparency and Improved Communication through ICT; and 5. Enhanced resource mobilization through the PAP Trust Fund mechanism and any other means.	1. Inability to establish respective areas of jurisdiction among AU Organs; 2. Likelihood of decreasing functional relationships with National and Regional Parliaments; 3. Likelihood of difficulties in attracting and retaining high calibre professionals; 4. PAP instability due to high turn-over of MPs; 5. Inadequate Research Infrastructure; and 6. Incoherence between PAP Strategic Plans and Budgets.
Opportunities	**Threats**
1. Consolidation of the APRM process in all Member States; 2. Consolidation of the AU Peace and Security Architecture; and 3. Good will of International Community: (Monterrey Consensus, Millennium Challenge Account, G-8 Summit commitments, Doha Development Agenda, Africa-Asia Business Summit etc).	1. Major violent conflicts and state collapses in Africa; 2. Decline in ODA and FDI resources in real terms; 3. Unfair trade practices from OECD countries and firms that marginalize African economies; 4. AU Institutional paralysis; 5. Weak Administration of Parliament; and 6. Alienation of the general public.

8 STRATEGIC OBJECTIVES

In order to achieve its vision and after analysing the environment, the PAP identified and prioritised strategic areas that need to be addressed. It categorised its strategic objectives into institutional development objectives and political objectives as follows:

8.1 Institutional objectives

- Strengthen Funding Capacity of PAP;
- Develop the capacity of PAP in acquiring and retaining specialised expertise and knowledge in relevant fields;
- Strengthen administration, support services and programme areas;
- Develop value-added information and research services;
- Develop and strengthen ICT infrastructure and use; and
- Develop and strengthen research capacity.

8.2 Political objectives

- Represent the voices of the peoples of Africa;
- Promote and defend the principles of human rights, gender parity, democracy, peace and security;
- Enhance oversight capacity of PAP;
- Promote the harmonization of continental, regional and national laws to foster continental integration;
- Encourage and support inter-institutional and other deliberative organs; and
- Transform PAP from an advisory and consultative body to a full legislative organ.

B STRATEGIC PLAN

9 STRATEGIC INSTITUTIONAL OBJECTIVES

9.1 Strengthen Funding Capacity of PAP

At present, the costs of PAP are met from two major sources: the annual AU budget and contributions by the National Parliaments of the AU Member States. In addition, the Host Country Agreement requires that South Africa provides the venue, office accommodation, IT support, local transport for the Members of the Bureau and accommodation for the President.

The previous arrangement of allowing all AU Member States to contribute the same amount to the AU coffers has been found extremely inadequate. The recently proposed formula requires Member States to contribute to the Union according to their capacity. This new proposal, if passed, will go a long way towards alleviating AU's chronic financial squeeze. In line with this new drive, PAP has proposed the creation of a Trust Fund as an additional source of funding. The concept of a trust fund will go beyond a simplistic notion of the sole preoccupation with the obvious need for financial resources. It will include the provision of other resources such as expertise, technology and outsourcing facilities to PAP.

To this end, there is a need to enhance resource mobilization through the PAP Trust Fund mechanism and other means including:

- Developing a resource mobilization plan and strategy;
- Transfer of knowledge, skills and expertise from other parliamentary institutions;
- Identifying and mobilizing potential donors on the African Continent and beyond;
- Establishing a unit within PAP to be responsible for resource mobilization and management;
- Encouraging National Parliaments to create a dedicated budget line for PAP activities; and
- Consolidating the PAP Trust Fund to finance extra-budgetary activities.

9.2 Upgrade and deepen the knowledge and skills of the Members of Parliament

Besides specialised knowledge and skills, new PAP Members will need to be formally exposed to parliamentary rules of procedure, the role of the continental Parliament, relations with constituencies and various applications of information and communication technologies.

Moreover, PAP will need to strengthen its capacity for training and supporting MPs in acquiring specialised expertise and knowledge on relevant topics. This represents a strategic commitment necessary to support PAP in producing high quality work in all its functions. By its very nature, parliamentary work covers a wide range of subject matter: from health to politics, regional integration to diplomacy, from taxation to security etc. Filling in knowledge gaps relating to such a range of subject matter can only be systematically done through customer-tailored capacity-building programmes.

In this sense therefore, all new MPs regardless of their academic and professional background, need to be exposed to specialized knowledge on pertinent issues. Such knowledge can be systematically imparted only through organized, customised capacity-building training programmes.

- Provide access to training and knowledge resources by:
  - Designing and delivering training programmes for MPs;
  - Promoting networking activities of PAP Members with similar institutions;
  - Developing user-friendly manuals for MPs;
  - Building a knowledge repository; and
  - Providing access to on-line specialized information.

9.3 Strengthen administration, support services and programme areas

As a new organization, PAP is in the process of building its infrastructure, human capital and resource capacity in order to provide support and administrative services. PAP staff plays a critical role in providing management and administrative support. As a result, PAP is in the process of recruiting key personnel with the necessary technical and managerial skills needed in an African multinational organization. PAP will have to initiate a mechanism to ensure that staff is continuously updated with regard to skills required to implement key activities in this strategic plan as well as serve the PAP committee structure.

Due to the fact that PAP is a newly established Institution, it must still be supplied with research personnel, reading materials, funds and computer equipment. Such resources will directly contribute to a knowledge base from which debates, discussions and oversight functions can be conducted.

The following are the related strategies:

- Strengthen administrative services by:
  - Recruiting new managerial and technical staff;
  - Delivering induction and training programmes for staff.
- Strengthen support services to MPs by:
  - Recruiting new managerial and technical staff;
  - Delivering induction and training programmes for staff.
- Strengthen research and advisory services to Committees by:
  - Recruiting and training research staff in relevant policy areas;
  - Recruiting and training legal and technical experts.

9.4 Develop value-added information and research services

The participation of PAP Parliamentarians in continental and regional integration and decision-making is currently negatively affected by the lack of knowledge and understanding of the PAP initiatives and policies and programmes addressing African and regional development issues. There is a need to promote the generation, accessing, dissemination and exchange of valued-added information services that specifically target continental and regional initiatives which favour participation of National Parliaments, the citizens and civil society at large by:

- Generating and disseminating information services to keep African parliamentarians and the general public informed and up-to-date on continental integration issues and PAP activities by:
  - Deploying an Information Management System;
  - Creating repositories and directory of resources on development issues relevant for the African Agenda;
  - Putting on-line PAP's archives (Resolutions, Committees and Plenary documents);

- Creating news digests and alerts on PAP, Regional and National Parliaments activities, in particular on regional integration;
- Creating community and collaborative services for MPs and the public (e-mail, discussion boards, working groups); and
- Broad/Webcasting PAP's plenary sessions to Members states.

- Enhancing PAP's organizational and human capacity in information and knowledge management by:
  - Drawing up an information and communication strategy;
  - Establishing a public relations position to handle communications at PAP; and
  - Establishing research and information and knowledge management positions.

9.5 Develop and strengthen ICT infrastructure and use

The PAP facilities will need to capitalise on the major improvements in IT and communications facilities in order to fully use the Internet and E-mail systems. The expanded use of video conferencing will facilitate closer communications with key stakeholders and cost savings, especially travel costs.

The Pan African Parliament is expected to implement a knowledge management system that will facilitate an efficient and effective information and knowledge sharing system with all its stakeholders. A dynamic knowledge management system has both technical and cultural sides. On the technical side, PAP will be required to invest in the state-of-the-art information technology (IT) and communications facilities. On the cultural side, PAP will be required to ensure that its Secretariat personnel are regularly well trained in IT use and that the equipment such personnel use is updated at least on a three-year cycle.

The Members of the Bureau and staff who travel frequently should be fully equipped with portable computing equipment with desktop docking stations. The support services require the provision of telephones and computers to all MP offices and Committee Rooms, a comprehensive IT system and video conferencing facilities.

As pointed out earlier, PAP will soon begin to generate enormous amounts of information in the course of its operation. It will also gather information from other AU Organs, RECs, regional Parliaments and National Parliaments as well as from international partners. In this regard, PAP will have to create an Integrated Knowledge Management System which will facilitate access by all stakeholders to this important knowledge base. PAP will therefore undertake the following tasks:

- Support the creation of an organizational and human environment conducive to information and knowledge management:
  - Design and implement an information and communication strategy; and
  - Train Members and staff of the Parliament in use of ICT.
- Deploy network services and computers:
  - Provide support to set up of a server-room/data centre;
  - Acquire network services components and software applications; and
  - Acquire computers and other end-user accessories.

9.6 Develop and strengthen research capacity

PAP is currently lacking a professional Library and Documentation Unit, Research Department, professional databases and internet-connected computers. The PAP Library and Documentation Unit should seek to acquire and stock relevant books, journals and magazines as well as state-of-the-art computers and their accessories. It is with this kind of infrastructure that PAP will raise PAP's overall

profile as one of the ranking learning organizations on the African continent and seek to set the pace for sub-regional and national parliaments. In this regard, PAP will undertake the following tasks:

- Establish and maintain a world class professional library and documentation unit, research department, professional databases and internet-connected computers;
- Secure appropriate materials for the library and documentation unit, research department and professional databases.

10 STRATEGIC POLITICAL OBJECTIVES

10.1 Represent voices of the peoples of Africa and advocate for the peoples' popularisation of the PAP

The PAP represents the interests of various citizens' groups and social movements. For the role of representation to be effective, PAP will be required to collect and debate peoples' needs, concerns, anxieties and fears as well as to address them in the spirit and the leadership of an institution that seeks to promote cooperation, understanding and solidarity among all the people of Africa. Moreover, the effective ownership of the AU objectives, policies and programmes squarely rests on how best the citizens' voices will be listened to and heeded. This, in turn, will depend on the quality of the information flows, degree of access by the people to the Parliament and the capacity of the PAP to respond imaginatively to the voices of the people of Africa. To ensure that the peoples' voices are represented, heard and listened, PAP will:

- Make the objectives, policies and programmes of AU and its Organs part of its debates not only to simply disseminate them but also critically and authoritatively to discuss their response to the ideals and objectives of the AU and the expectation of the African peoples;
- Collect, collate, analyze and represent the various voices of the peoples of Africa and beyond; and seek to address their concerns in the true spirit of integration, collaboration, and solidarity;
- Make PAP an accessible, transparent and caring institution of and for the peoples of Africa and beyond;
- Institute a two-way information flow from people to PAP and from PAP to the people in order to mobilize awareness, encourage participation in PAP deliberations and to promote peoples' ownership of the decision-making process;
- Organize visits, seminars and workshops to sensitize the public about principles, programmes and projects of the AU;
- Make recommendations and adopt resolutions on the best way forward, based on the analysis of the above voices.

10.2 Promote, protect and defend the principles of human rights, gender and disability equality, democracy, peace and security in Africa

One of the many responsibilities of the Pan African Parliament is to promote the observance of human rights, democracy as well as peace and security in Africa. Unlike any other Organ of the AU, PAP must seek to promote with equal forcefulness, political and civil rights as well as social and economic rights. Regarding the political and civil rights (right to life, right to personal freedom and integrity, freedom of expression and conscience), PAP must seek to promote the protection of citizens from statelessness and state repression, and give them the opportunity to participate in the running of state affairs. With respect to social and economic rights, PAP must seek to encourage member states to provide their citizens with certain basic standards of living. These rights include the right to education, health care, minimum income, a pension and the like.

The rationale for PAP to enforce social and economic rights is that political and civil rights may not guarantee people's effective participation in decision-making. The following activities will be undertaken in order to promote the observation of human rights, democracy, peace and security:

- Reinforce Member States' commitment to the observance of international agreements (e.g. the African Charter for Human and People's Rights and Duties; Convention on the Elimination of All Forms of Discrimination against Women etc.);
- Institutionalize the observation of elections in Member States and promote a democratic culture all over Africa;
- Encourage all Member States to sign on the African Peer Review Mechanism and submit their reports for review, resolutions and recommendations by the PAP;
- Institutionalize regular reviews of the decisions and measures taken by the Peace and Security Council;
- Develop strategic cooperation with all AU Organs, civil society organizations in order to enhance and strengthen peace and security in Africa. In order to achieve this, PAP should be enabled to build its own strategic alliances with trade unions and NGOs; and
- Develop a monitoring mechanism with regard to peace protocols.

10.3 Enhance the oversight capacity of PAP

One of the primary functions of a Parliament in a democracy is to check on the powers of the executive arm of government, ensure accountability, transparency in decision making and provide value for money. In order to achieve this paramount objective, there is a need, first and foremost, to strengthen all the Ten PAP Committees to undertake their respective oversight functions over the AU Organs and its affiliated institutions. Therefore, Committee Members need to be given training, especially in the areas of investigative and interrogative skills, and effective briefing skills. It is also important to understand the role and practice of internal auditors. Additionally, the strengthening of Committees for oversight functions calls for the provision of a high level of human, financial, technical, research and professional support. To achieve the above-mentioned, the following activities will be implemented:

- Building oversight mechanisms that ensure a quality process of scrutinizing and overseeing actions of the AU organs and institutions with the objective of realising the continental vision (i.e. developing a flexible oversight model, oversight and accountability process, best practices and legislation and procedures);
- Examining and debating budgets, policies, programmes, etc. of the African Union organs, making recommendations and expressing opinion on any matter considered relevant to the mission, functions and roles of PAP;
- Undertaking ex-post budget reviews to monitor the implementation of AU policies and programmes, and to oversee the allocation and use of public resources;
- Networking with regional and international parliamentary, academic, civil society and other bodies as vehicles for sharing best practices and lessons in oversight functions;
- Monitoring and advising on the implementation of Treaties, Protocols, Conventions and Charters;
- Reviewing the relevance of comprehensiveness, or otherwise of existing Treaties, Protocols, Conventions and Charters, and giving advise and/or recommendations on the way forward.

10.4 Promote the harmonization of continental, regional and national laws to foster continental integration and development

The ability of PAP to contribute to continental integration will crucially depend on how fast the legislative infrastructure of the AU Member States will be harmonised and synchronized in order to facilitate rapid economic growth, deepen democratization, enhance political stability and promote continental integration. Through an engaged advocacy strategy, PAP must closely work with National Parliaments in speeding up the process of harmonisation of policies, laws, and regulations on various development issues. This will include the adoption of AU Treaties, Conventions, Protocol, Charters and development programmes. It will also include the adoption of various international treaties and conventions that seek to promote human rights, good governance and regional economic development.

In addition, PAP must seek to build a people's Parliament that is responsive to the needs of all the people of Africa. To achieve this objective, PAP must ensure that there is full participation of the African people in Parliamentary activities. These will include organized PAP visits, regional seminars and workshops which will sensitize citizens about the principles, policies and development programmes, as well as the discussions on the importance of regional cooperation and integration.

Moreover, PAP outreach activities must facilitate the exchange of views with stakeholders on the progress made, obstacles encountered and to participate in recommending the way forward. By so doing, Pan-African Parliament, Regional Parliaments, National Parliaments and the civil society organizations must deepen their understanding of the principles of subsidiarity, harmonization of policies and the availability of mechanisms for promoting regional cooperation and integration.

To this end, the following activities will be undertaken in order to harmonize continental, regional and national laws:

- Increase awareness of the problems and constraints which may hinder successful implementation of PAP's deliberations on continental integration as well as on the benefits and modes of harmonization of the corresponding legislative infrastructure, the application and scrutiny of the principle of subsidiarity by:
    - Conducting regional level roundtables, workshops and seminars on legal harmonization and the principle of subsidiarity with the support of expertise;
    - Analyzing the means and tools of legal harmonization for the application and scrutiny of the principle of subsidiarity with the support of expertise and technical advice to PAP's Committees.
- Strengthen the capacity of PAP's members to coordinate and monitor continental and regional integration activities, especially those that deal with the legal harmonization and the scrutiny of the principle of subsidiarity by:
    - Establishing a reference directory and a repository of legal resources supported by an efficient electronic information exchange network between the PAP and its Members, to ensure continuous and updated information flow on legislative and other regional integration issues, and to facilitate the scrutiny of the principle of subsidiarity by National Parliaments;
    - Establishing a Committee for African Affairs in National Parliaments to monitor, report on, and initiate action on continental and regional integration issues. The setup of desk officer/focal point on PAP/African Affairs in the National Parliament will be encouraged to relay PAP discussions, recommendations and resolutions to the relevant National Parliaments' Committees.
    - Supporting cooperation between Committees of National Parliaments dealing with African Affairs in order to examine PAP's initiatives for regional integration and to discuss matter related to subsidiarity;
    - Recommending and/or advising on the best way forward.

10.5 Encourage and support inter-institutional and other deliberative organs cooperation

The PAP is best positioned to facilitate cooperation and networking among African Parliaments and other international, African and regional institutions. Inter-parliamentary cooperation will be fostered by the following activities:

- Support cooperation of legislatures and other parliamentary bodies on common development issues at regional and international level by:
  - Organising and conducting structured meetings among PAP, National Parliaments and regional parliamentary fora with identified common interest and orientation/training programmes for strengthening the role of MPs and legislatures on a range of cross-border, regional and continental issues, and promoting a cooperative relationship between legislatures at regional and continental levels; and
  - Organising and facilitating exchange visits between, and among National Parliaments, African regional parliaments (e.g. East African Parliament, SADC Parliamentary Forum, etc.) and appropriate international bodies such as the Commonwealth Parliamentary Association (CPA), the Association of European Parliamentarians of Africa (AWEPA), the Inter-Parliamentary Union (IPU), the African Parliamentary Union (APU), the African, Caribbean, Pacific-European Union forum (ACP-EU); the Commonwealth Parliamentary Association (Africa region), the Parliamentarians for Global Action (PGA), and the international Parliaments such as the European Parliament.
- Encourage cooperative learning and sharing of experience and best practices among National MPs and staff at Pan-African level by:
  - Facilitating networking of MPs and professional staffers through teleconferencing and interactive Parliamentary Websites in order to share information and experiences as well as reinforcing regional international cooperation and ties; and
  - Organizing and facilitating structured attachments, training, clinics and participation of MPs and/or professional staffers at meetings of national, sub-regional and international Parliaments in order to exchange information and best practices.
- Strengthen the networking capacity of PAP by:
  - Establishing networking positions to handle networking activities at PAP; and
  - Establishing efficient electronic information exchange networks between the PAP and its Members.
- Increase the visibility of PAP and National Parliaments on traditional and new media networks.

10.6 Transform from an advisory and consultative body to a full legislative organ

Article 2 (3) of the Protocol provides that the ultimate aim of the PAP shall be to evolve into an institution with full legislative powers, whose members are elected by universal adult suffrage. Currently the Pan-African Parliament has only advisory and consultative powers and its Members are designated by their respective National Parliaments and other deliberative bodies. To achieve this ultimate aim, PAP must:

- Demonstrate to the people, Member States and the AU organs its capacity and willingness to carry out the functions of a legislative body;
- Engage the AU and its Organs to integrate their respective mandate into the overall governance system of the AU;
- Elaborate a road map for its transformation from a consultative and advisory role into a body with full legislative powers; and
- Demonstrate the existence of an effective and dynamic organisational development capacity.

11 COMMITTEES OPERATIONAL PLANS

The Strategic Plan is considered as the framework that will guide each Committee in drawing up its own strategic plan, schedule of activities, resources and budget necessary to carry out and achieve the outlined strategic objectives during the Plan period.

Each Committee must set its own benchmarks in the form of key result and performance indicators and targets, as well as milestones to measure its performance. The Committee will also determine its reporting and monitoring schedules.

PAP's Committees in their planning exercise will be expected to go through the following steps:

- Identify, within the framework and guideline of the PAP Strategic Plan, a set of realistic political objectives that it seeks to pursue during the plan period;
- Discuss and coordinate with the other PAP's Committees their respective Plan in order to minimise duplication and foster synergetic strategies;
- Undertake a ranking process in order to prioritise the objectives identified given the resources likely to be made available;
- Identify a set of activities to be undertaken by the Committees in order to achieve their objectives;
- Propose the type and size of human resource complement as well as the amount of time required for each proposed activity; and
- Agree on reporting and monitoring schedules in order to reassess its programmes and make recommendations.

C. MONITORING AND EVALUATION

The implementation of the political activities will be monitored and assessed on the basis of a series of Annual Progress Reports from each Committee that will further be consolidated in one Annual Progress Report to be submitted to the Parliament for its consideration.

The reports will mainly serve as a tool for comparing planned versus actual activities, and these, in turn, versus objectives. They will document progress toward delivering planned objectives and describe any significant external and internal factors that may have influenced the effective implementation (or lack thereof) of the Strategy. The reports will also document factors which enhance sustainability of benefits and which may justify a possible revision of the Plan. If revisions of the Plan are required, the proposed revisions will have to explain what has led to proposed revisions and the changes required in activities, allocation of resources, re-scheduling etc.

Each Committee will have a series of indicators and milestones of achievement for each of the objectives. Suggestion will be made on which tools to use in order to gauge the performance of the indicators (e.g. reports of activities, interview and questionnaire results, stakeholders meeting minutes, survey reports, etc.) but also external reports and data (e.g. from African Union, African Regional Communities, United Nations Agencies, Parliamentary Organizations, international and local Non-Governmental Organizations (NGOs), private sector, etc.). These monitoring activities will require an allocation of funds and skilled human resources that will have to be reflected in the Financial Plan.

The monitoring of the operational components of the strategy may be carried annually by the Office of the Clerk or, if deemed necessary, by an independent body. The effective achievement of the operational objectives will strengthen the structural, organizational and functional capacity of the Pan-African Parliament to deliver the political component of the Strategy. The successful fulfilment of the operational component will therefore be of key importance to the effective delivery of the overall Strategy. The performance management system tools that may be used include:

- Logical Framework, measuring the fulfilment of planned objectives through indicators of achievement;
- Schedules of activities, identifying key tasks, timing, duration and responsibilities;
- Resource and budget schedules, providing for optimal allocation and monitoring of funds; and
- Risk management matrix, a simplified analysis of the external factors that may induce to a revision of the Strategic Plan.

The external monitoring agency will have to report regularly to the Bureau. Based on the findings of the monitoring agency and summaries of its findings in a Progress Annual Report, this Report will be submitted to the Bureau. It will focus on documenting progress towards delivering the Strategy, comparing achieved against planned objectives. On the basis of any significant changes in the external or internal environment, the report will also have to provide a reviewed and updated Strategic Plan for the following years.

The Report will contain an assessment of the delivery of the overall strategy and recommendations on the way forward. It will help the Pan African Parliament to gain a comprehensive view of what has been achieved through the Strategy and what still needs to be done in order to decide on the Strategy to be designed and implemented in the following years.

Annexure

ANNEXURE 1: PAP MILESTONES

3rd June, 1991	**Abuja Treaty** is signed by African leaders in Abuja, Nigeria.
May, 1994	**Abuja Treaty** comes into force.
9th September, 1999	**Sirte Declaration** is adopted by the Fourth Extra-ordinary Session of the Assembly of Heads of State and Government held in Sirte, Libya. The Sirte Declaration calls for the speedy establishment of the institutions (including the Pan African Parliament) provided for in the Treaty establishing the African Economic Community.
17th to 21st July, 2000	**Draft Constitutive Act of the African Union and the Pan-African Parliament** (PAP) is approved by the 36th Ordinary Session of the Assembly of Heads of State and Government of the Organisation of African Unity (OAU) which convened in Lome, Togo.
5th-17th November, 2000	191 delegates from 41 OAU Member States, comprising, among others State Representatives, Speakers, Deputy Speakers, Clerks and parliamentary staff, attended the historic meeting of Parliamentarians in Pretoria, South Africa. The delegates expressed support for the establishment of the Pan African Parliament as a way of involving the African peoples in the on-going process of political and socio-economic integration on the continent.
14th December, 2003	Protocol to the Treaty Establishing the African Economic Community Relating to the Pan African Parliament came into force.
10th -12th July 2003	"**Decision of the Protocol to the Treaty of Establishing the African Economic Community Relating to the Pan African Parliament**" Decision 17(II) of the Second Ordinary Session of the Assembly of the Union held in Maputo, Mozambique from 10 to 12 July 2003 that mandates the Chairman of the AU to determine the first meeting of the Pan-African Parliament
18th March, 2004	**Inauguration** of the Pan African Parliament in Addis Ababa, Ethiopia. The Mozambique President Joaquim Chissano, swears in 202 legislators from 41 countries.
18th March, 2004	The first act of the new deputies was to elect **Ms. Gertrude Mongella** of Tanzania as President of the Parliament and four vice presidents: **Prof. Fernando José de França Dias Van-Dúnen** of Angola, **Prof. Dr. Mohamed Lutfi Farhat** of Libya, **Ms. Elise Neloumseï Ndoadoumngue Loum** of Chad and Mr. **Jerome Sacca Kina Guezere** of Benin.
July 2004	**The Republic of South Africa is chosen as host nation of PAP** by the Assembly of the Heads of State in accordance with Article 16 of the Protocol.
November 2004	The PAP Protocol ratified by 46 Member States.

ANNEXURE 2: ARTICLE 3 OF THE PAP PROTOCOL "OBJECTIVES"

The objectives of the Pan African Parliament shall be to:

1. *facilitate the effective implementation of the policies and objectives of the AU/AEC and, ultimately, of the African Union;*
2. *promote the principles of human rights and democracy in* Africa*;*
3. *encourage good governance, transparency and accountability in Member States;*
4. *familiarize the peoples of Africa with the objectives and policies aimed at integrating the African Continent within the framework of the establishment of the African Union;*
5. *promote peace, security and stability;*
6. *contribute to a more prosperous future for the peoples of Africa by promoting collective self-reliance and economic recovery;*
7. *facilitate cooperation and development in Africa;*
8. *strengthen Continental solidarity and build a sense of common destiny among the peoples of Africa;*
9. *Facilitate cooperation among regional economic communities and their parliamentary fora.*

ANNEXURE 3: BUREAU'S FUNCTIONS

The Bureau

According to Article 12 (5); the President and the Vice-Presidents shall be the Officers of the Pan African Parliament. The officers, under the control and direction of the President, and subject to such directives as may be issued by the Pan African Parliament, shall be responsible for the management and administration of the affairs and facilities of the Pan-African Parliament and its organs.

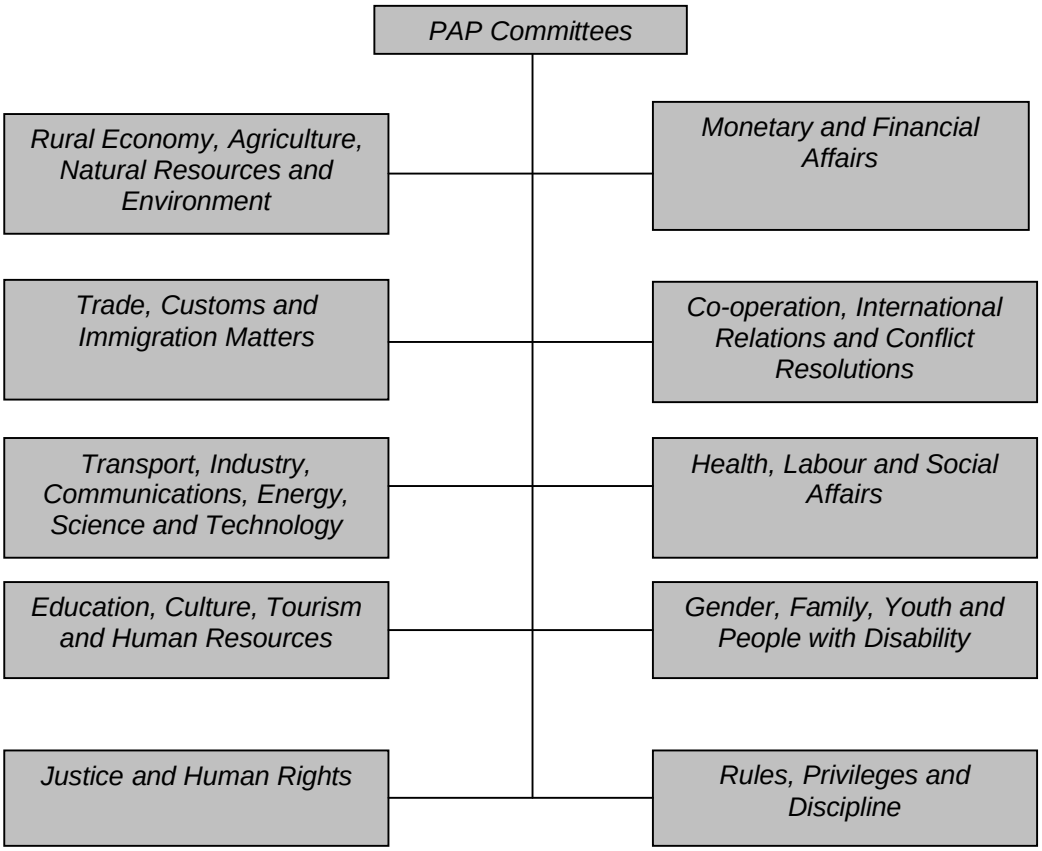
Rule 17 Functions of the Bureau

The Bureau shall:

- *be responsible for the management and administration of the affairs and facilities of Parliament and its organs;*
- *be responsible for regulating the procedures relating to the financial, organisational and administrative needs in accordance with Financial Rules of the AU and matters concerning Members and the internal organisation of Parliament and its organs;*
- *determine the draft agenda and the programmes of the sessions of Parliament;*
- *determine the establishment, plan and structure of the Secretariat and lay down regulations for the staff, including their terms and conditions of service; and*
- *propose to Parliament for adoption the establishment and job descriptions of its support staff;*
- *propose, to the Pan African Parliament, the appointment of the Clerk and Deputy Clerks to Parliament;*
- *be responsible for the preparation of the draft budget and its presentation to the responsible Committee;*
- *be responsible for coordinating and harmonising the functions of Permanent Committees;*
- *be responsible for any other matters in accordance with the directives issued by Parliament; and*
- *carry out any other functions as may be prescribed by Parliament or incidental to these functions.*

Source: "Rules of Procedure of the Pan African Parliament, Rule 17" as adopted by the Pan African Parliament on September 21st 2004 (page 19-20)

ANNEXURE 4: COMMITTEES' FUNCTIONS



1 The Committee on the Rural Economy, Agriculture, Natural Resources and Environment

Functions of the Committee:

1.1 consider the development of common regional and continental policies in the agricultural sector;
1.2 assist the Parliament to oversee and assist with the harmonisation of policies for rural and agricultural development; and
1.3 Promote the development policy and the implementation of programmes of the African Union relating to natural resources and environment.

2 The Committee on Monetary and Financial Affairs

Functions of the Committee:

2.1 examine the draft estimates of the Parliamentary budget and submit to Parliament;
2.2 discuss the budget of the Union and make appropriate recommendations;

2.3 examine and report to Parliament on the problems involved in the implementation of the annual budget; and
2.4 assist Parliament to execute its role of establishing sound economic, monetary and investment policies.

3 The Committee on Trade, Customs and Immigration Matters

Functions of the Committee:

3.1 consider matters relating to development of sound policy for cross-border, regional and continental concerns within the areas of trade, customs and immigration;
3.2 assist the Parliament to oversee relevant organs or institutions and policies of the Union; and
3.3 assist the Parliament to oversee external trade.

4 The Committee on Co-operation, International Relations and Conflicts Resolution

Functions of the Committee:

4.1 consider issues relating to the development of an efficient policy in matters of cooperation and international relations of the Parliament and the Union;
4.2 consider the conventions and protocols linking the Parliament with regional and international institutions and report to the Parliament;
4.3 carry out examinations on the revision of Protocols and Treaties of the Union;
4.4 assist the Parliament in its efforts of conflict prevention and resolution.

5 The Committee on Transport, Industry, Communications, Energy, Science and Technology

Functions of the Committee:

5.1 consider issues relating to the development of transport and communications infrastructure;
5.2 assist the Parliament to oversee the development and implementation of policies of the Union relating to transport, communication, science and technology and industry;
5.3 consider issues relating to the use of science and technology for the development of the Continent;
5.4 assist the Parliament to supervise the development policies and the Union implementation programmes for matters of industry, science, technology and energy.

6 The Committee on Health, Labour and Social Affairs

Functions of the Committee:

6.1 consider strategies and programmes for the improvement of the lives of African peoples; and

6.2 consider issues relating to regional and international cooperation in strategic planning and implementation of social development and health policies and programmes.

7 The Committee on Education, Culture, Tourism and Human Resources

Functions of the Committee:

7.1 consider issues relating to the development of human resources in Member States; and
7.2 assist Parliament to promote policy development and implementation of programmes of the Union relating to access to education, promotion and preservation of culture and tourism and human resource development.

8 The Committee on Gender, Family, Youth and People with Disability

Functions of the Committee:

8.1 consider issues relating to the promotion of gender equality; and
8.2 assist Parliament to oversee the development of policies and activities of the Union relating to family, youth and people with disabilities.

9 The Committee on Justice and Human Rights

Functions of the Committee:

9.1 assist Parliament in its role of harmonising and coordinating the laws of Member States; and
9.2 promote respect for and develop sound principles of freedom, civil liberties, justice, human and peoples' rights and fundamental rights within the Union.

10 The Committee on Rules, Privileges and Discipline

Functions of the Committee:

10.1 assist the Bureau in the interpretation and application of these Rules of Procedure;
10.2 consider requests for waivers of immunity and discipline submitted under these Rules;
10.3 consider proposals for the amendment of the Rules of Procedure; and
10.4 consider cases of indiscipline referred to it.

Source: "Rules of Procedure of the Pan African Parliament, Rule 26" as adopted by the Pan African Parliament on September 21st 2004 (page 25-27)

ANNEXURE 5: ARTICLE 11 OF THE PROTOCOL "FUNCTIONS AND POWERS"

The Pan African Parliament shall be vested with legislative powers to be defined by the Assembly. However, during the first term of its existence, the Pan-African Parliament shall exercise advisory and consultative powers only. In this regard, it may:

1. *Examine, discuss or express an opinion on any matter, either on its own initiative or at the request of the Assembly or other policy organs and make any recommendations it may deem fit relating to, inter alia, matters pertaining to respect of human rights, the consolidation of democratic institutions and the culture of democracy, as well as the promotion of good governance and the rule of law.*
2. *Discuss its budget and the budget of the Community and make recommendations thereon prior to its approval by the Assembly.*
3. *Work towards the harmonization or co-ordination of the laws of Member States.*
4. *Make recommendations aimed at contributing to the attainment of the objectives of the AU/AEC and draw attention to the challenges facing the integration process in Africa as well as the strategies for dealing with them.*
5. *Request officials of the AU/AEC to attend its sessions or produce documents or assist in the discharge of its duties.*
6. *Promote the programmes and objectives of the AU/AEC, in the constituencies of the Member States.*
7. *Promote the coordination and harmonization of policies, measures, programmes and activities of the Regional Economic Communities and the parliamentary fora of Africa.*
8. *Adopt its Rules of Procedure, elect its own President and propose to the Council and the Assembly the size and nature of the support staff of the Pan-African Parliament.*
9. *Perform such other functions as it deems appropriate to achieve the objectives set out in Article 3 of this Protocol.*

ANNEXURE 6: EXCERPT OF THE RULES OF PROCEDURE OF THE PAP

PART II - FUNCTIONS AND POWERS OF PARLIAMENT

Rule 4 Functions of Parliament

(1) In its consultative and advisory role and in accordance with the provision of Articles 3, 11 and 18 of the Protocol, Parliament shall:

(a) Facilitate the implementation of the policies, objectives and programmes of the Union and oversee their effective implementation by the various organs of the Union;

(b) Promote human and peoples' rights, consolidate democratic institutions and the democratic culture, good governance, transparency and the rule of law by all Organs of the Union, Regional Economic Communities and Member States;

(c) Participate in creating awareness among the peoples of Africa on:

i. the objectives, policies, aims and programmes of the African Union;
ii. the strengthening of continental solidarity, cooperation and development;
iii. the promotion of peace, security and stability on the African Continent, and;
iv. the necessity for the pursuit of a common economic recovery strategy;

(d) Contribute to the harmonization and coordination of the legislative texts of Member States in accordance with Article 11 (3) of the Protocol;

(e) Promote the coordination of the policies, measures, programmes and activities of Regional Economic Communities and their respective Legislative Bodies;

(f) Draft, examine and adopt its budget, its Rules of Procedure, elect its members of the Bureau, employ and manage its staff, in conformity with Article 11 (2) and (8) of the Protocol;

(g) Examine and debate the Budget of the African Union and make recommendations thereon prior to its approval by the Assembly;

(h) Exercise legislative and other functions as shall be defined by the Assembly in conformity with Article 11 of the Protocol;

(i) Perform all other functions as are incidental to or likely to enhance the carrying out of the above functions.

Rule 5 Powers of Parliament

In discharge of its functions provided in Rule 4, Parliament shall have powers to:

(a) Oversee the development and implementation of policies and programmes of the Union;

(b) Organise debate on the objectives, policies, aims, programmes and activities of Regional Economic Communities, on all matters relating to the proper functioning of organs and the life of the African Union.

(c) Examine, discuss or express an opinion or give advice on its own initiative or at the request of any of the Organs of the African Union, a Regional Economic Community or the Legislative Body of any Member State;

(d) Make recommendations and take resolutions on any matters relating to the African Union and its organs, Regional Economic Communities and their respective organs, Member States and their organs and institutions;

(e) Issue invitations to the representatives of the Organs of the African Union, Regional Economic Communities and their organs, Member States and their organs and institutions to furnish explanations in plenary on issues affecting or likely to affect the life of the African Union;

(f) Exercise all other powers as are incidental or auxiliary to the discharge of its functions.

Source: "Rules of Procedure of the Pan African Parliament, Rules 4 and 5" as adopted by the Pan African Parliament on September 21st 2004 (page 10/11).

ANNEXURE 7: ENVIRONMENTAL ANALYSIS

1 External Environment

1.1 Structural, Political and Institutional Environment

The Pan African Strategic Plan (2006-2010) is being prepared at a critical historical conjuncture of the African Union (AU), its Organs, Member States and the African people. While the Continent continues to face daunting development challenges, there have emerged windows of development opportunity engendered by the transformation of the Organization of African Unity (OAU) into the African Union, a dynamic vision of the New Partnership for Africa's Development (NEPAD) and by the growing goodwill from the international community to engage African's development actors more constructively than before. Particularly in the post- 9/11 political consensus, there are compelling strategic reasons (oil, Islam and terrorism) for countries in the North wanting to prevent Africa from slipping further into poverty, despair and conflict. These developments have generated unprecedented consensus and galvanized boundless energies among African leaders, citizens and the international community to convert the political consensus to meaningful collective actions. Notwithstanding the above constellation of forces, Africa's development challenges remain complex and intractable.

In the last few years, there have been encouraging developments in the area of peace and security in Africa. There has been a marked reduction in violent conflict. Thanks to the new AU mandate and the goodwill from the international community, positive developments toward the restoration and consolidation of peace have been recorded in Angola, the Democratic Republic of Congo (DRC), Sierra Leone, Sudan, Ethiopia and Eritrea. However, the continuing crises in Eastern DRC, Burundi, Cote d'Ivoire and Sudan's Darfur region are clear reminders that peace progress can be swiftly reversed. West Africa, the Great Lakes, the Horn of Africa and North Africa remain acutely vulnerable to the risk of open conflict.

Africa's future will also depend on how African governments, societies and their development partners seize the opportunities that have become available in recent years. PAP together with the AU Peace and Security Council and sub-regional economic communities should position themselves as the prime interlocutors on peace and security on the Continent. The recent PAP Peace Missions to Darfur, Cote d'Ivoire and the Great Lakes are a clear testimony of its revolve to promote peace, security and stability on the Continent. At the national level, more attention should be paid to the structural causes of conflict such as weak and unaccountable governments, social exclusion and inequality in order to generate timely and effective preventive action.[4] At the regional level, efforts must be directed at expanding and strengthening the role of Regional Economic Communities (RECs) in conflict prevention, management and resolution. It is only through regional cooperation efforts that States emerging from conflict can address important regional dimensions of conflict like migration, the spread of deadly diseases, refugees, organized crime, and the cross-border trafficking in illegally exploited resources, arms, people and money. At the global level, AU organs should seek to engage the international community to deal with those negative aspects of the global economy and global governance that tend directly or indirectly to fuel African wars.

1.2 Economic Environment

The emerging goodwill from the international community has been demonstrated by promises made at recent international conferences in Doha, Monterrey, the TICAD process, G-8 Summits in Kananaskis, Evian, Sea Island and Gleneagles, and the World Summit on Sustainable Development. A growing consensus is steadily emerging among developed countries on the importance of paying increased

[4] . Early preventive action would include, among others, institutional capacity building, early warning and early action, and improved delivery of basic services.

attention to the problems of low income countries, and particularly the problems and challenges of Africa's development. As noted earlier, the underlying rationale is that it is in the best interest of global security, the control of communicable diseases and global environmental management to promote development and democracy in African countries. The G-8 is currently thinking about coordinated and harmonized mechanisms and modalities for more and better development assistance, trade justice, debt cancellation, and the technologies needed to prevent disease, promote energy efficiency and foster agricultural productivity. Africa should immediately seek to make full use of this international goodwill.

One of the most encouraging development cooperation shifts in recent years has been the increase in Official Development Assistance (ODA), after a decade of steady decline in the 1990s. Expressed as a percentage of developed countries' gross national income, global ODA currently stands at 0.25 percent – still well short of the 0.33 percent reached in the late 1980s, let alone the long-standing target of 0.7 percent that was re-affirmed at the Monterrey Consensus in 2002. It is important to note that most of the recent increase in aid has been used to cancel debt and meet humanitarian and reconstruction needs in the aftermath of emergencies. What is more encouraging to note, however, is the fact that five donors have already reached the 0.7 percent target and six more nations have recently presented their respective time-tables for achieving the target. Above all, several developing countries, namely China, India and Brazil are actively participating in the international aid regime. If all new commitments are honoured, global aid is expected to exceed $100 billion by 2010. Even then, this amount falls short of the amounts widely considered necessary to achieve the Millennium Development Goals (MDGs.)[5]

Trade is at the heart of achieving NEPAD's third primary objective of enhancing Africa's full and beneficial integration into the global economy. The World Trade Organization (WTO) framework agreements reached in Geneva in July, 2003, offers a good basis for moving forward and achieving progress for the poorest developing countries. WTO members have agreed to negotiate an end date for the elimination of all forms of agricultural export subsidies as well as to achieve substantial reduction in trade-distorting domestic support and substantial improvements in market access. To address this priority, the Doha Round of multilateral trade negotiations should be pressured to fulfil its development promise and be completed not later than 2006.[6] Africa should seek to further strengthen its representation at WTO negotiations and stick to collective negotiation positions.

Under the Heavily Indebted Poor Countries Initiative (HIPC), $54 billion have so far been committed to the debt relief for twenty-seven countries that have reached decision or completion points. In order to advance firmly and decisively on debt relief for poor African countries, the G-8 must be encouraged to redefine debt sustainability as the level of debt that allows a poor African country to achieve Millennium Development Goals and to reach 2015 without an increase in debt rations.

1.3 Social / Political Environment

Moreover, the building of blocks for development in Africa should be democratic and effective; states that govern justly, invest in their own people, and are accountable to them. However, the four pillars of good governance – accountability, transparency, rule of law and participation – have yet to take root. Most African countries are replete with weak institutions such as tangled laws, corrupt courts, deeply biased credit systems and elaborate business registration systems that hurt poor people and hinder development. African countries urgently need credible and legitimate institutions that perform key functions of the State including effective management of public finance and delivery of basic services. Slowly but inexorably, the process of deepening "good governance" is taking place in a few African countries. Most of them continue to face serious challenges in fighting corruption and institutionalizing

[5] . For details see UN. ***Millennium Development Goals Report.*** New York: UN 2005.

[6] . In the words of Nicholas Stern of the World Bank, all the posturing of the West is sheer double standards. He adds that "it is surely hypocritical of rich countries to encourage less developing countries to liberalize trade and to tackle the associated problems of adjustment whilst at the same time succumbing to powerful interest groups in their countries that seek to perpetuate protection of narrow self-interest." See Stern, N. Globalization, the Investment Climate and Poverty Reduction. New Delhi: Indian Council for Research on International Economic Relations, 2001:8.

the norms of transparency and accountability. In fact, only fifteen countries scored well in the World Bank indicators looking at policy and institutions in 2003 compared with ten in 2002.[7]

There has been a significant progress in enshrining the enlightened principles of NEPAD into governing structures at regional and national level. African governments have collectively committed themselves to concerted action for conflict prevention, management and resolution and to implementing policies to produce good governance, effective democracy, economic growth and macroeconomic stability in the context of enhanced support from the international community through market access, debt reduction and targeted development assistance. It is therefore little wonder that by 2005, 23 countries had signed up to the ground-breaking African Peer Review Mechanism (APRM) and seven had commenced their review. Another 30 African countries had demonstrated growing commitment to periodic democratic elections. At the same time, AU has firmly and decisively remained consistent in resisting the unconstitutional transfer of power and admonishing its wayward peers.

As PAP seeks to build relationships with other Organs of the AU, there will be a need to redefine institutional and organizational structures in order to establish respective areas of jurisdiction without undue overlap or jurisdictional disputes. Neither the relevant Act nor the Protocol as enabling laws speaks to the functional relationship among AU Organs. There is a need not only to clarify these important issues but also to consider appointing a Committee of Arbitrators who would be responsible for settling cases of conflict among Organs.

1.4 Technological Environment

The world is witnessing a phenomenal growth in the information and communications technology (ICT). The computers and Internet have changed the ways people live, learn and do business. Wireless communication technology has transformed the way people communicate. Modern technological inventions such as teleconferencing, video conferencing, electronic mail and the World Wide Web are tools that modern parliaments are using extensively to their advantage. Ideally, and where financially feasible, these new technological inventions are being used to improve research methods and communications among parliaments and among parliamentarians, and between parliaments and civil society. By tapping the vast potential of information technology, parliaments are slowly but inexorably perfecting the governance process.

The African continent is not only by far the least computerized region in the world, but it also lacks the minimum infrastructure required to make use of computers. If one excludes the Republic of South Africa, only 25,000 computers were permanently connected to the Internet in Africa. Before effectively moving into electronics, the AU will need to promote a continent-wide drive of putting in place a reliable electricity supply and telecommunications infrastructure. It should be noted also that, if physical infrastructure is lagging behind, the human skills to operate and service the information technology remains totally inadequate in most of Africa.

2 Internal Environment

Various factors are hampering PAP's will to effectively implement its mandate and achieve its objectives. The bottlenecks have identified:

1. Weak financial base
2. Weak legal mandate
3. Weak inter-institutional linkage
4. Limited access to value-added information and dissemination of Pan-African and regional content
5. Weak support services to the PAP Bureau
6. Insufficient staff with limited experience
7. Inadequate infrastructure

[7] . See World Bank. ***World Bank Country Policy and Institutions Assessment.*** Washington, DC World Bank, 2003.

2.1 Weak Financial Base

According to Article 15 of the Protocol, the Annual budget of PAP shall constitute an integral part of the regular budget of the AU. Annual contributions by Member States underpin the budget. Further, Section 2 of Article 15 states that the budget shall be drawn up by PAP in accordance with the Financial Rules and Regulations of the AU and shall be approved by the Assembly until such a time as PAP shall start to exercise legislative powers. The first year of experience has demonstrated that the approved funds are either not transferred on time or are simply cut. Because of such circumstances, PAP programmes have been poorly executed.

The Assembly Decision on the Budget by the Executive Council of July 2004 in Addis directed that Member States should bear the expenses of their respective members of Parliament, including Members of the PAP Bureau and Committees (i.e. air tickets, per diems and other related expenses etc.) at statutory meetings of the Parliament and its Committees during the first five years of its expenditure. Some National Parliaments were unable to support their PAP representatives' participation at meetings; committees failed to execute their work plans; the Bureau's work was severely constrained by inadequate funding; and reduced sessions of PAP meetings hampered PAP's effectiveness. In short, PAP's inadequate funding seriously hampered its effectiveness in the critical areas of research, knowledge management, training, advocacy and communication.

There is an urgent need to identify alternative sources of financing to reinforce the available resources, thereby enabling PAP to successfully implement its agenda. The concept of a Trust Fund has been identified as one alternative source of funding.

2.2 Weak and Loosely Defined Legal Mandate

As an advisory body vested with consultative powers, the PAP still appears to need a stronger legal mandate to be able to better promote the integration of policies and programmes developed at continental and regional levels into national legislation. These limitations represent a considerable constraint to its capacity of harmonizing and coordinating the legislation of Member States. For this purpose, the only legal tools it can access are non-binding recommendations and resolutions, and not enforcement provisions that facilitate their effective implementation. In the foreseeable future, therefore, PAP's decisions, recommendations and opinions are not likely to receive the attention that they deserve from the African Heads of State and Government.[8]

Moreover, there is not enough awareness and understanding of a set of principles and functions that are at the very foundation of PAP, such as harmonisation and subsidiarity; and there is no really shared consensus that clarifies the legal competences at each level of jurisdiction from the PAP, down to the Regional and National Assemblies.

According to the principle of subsidiarity, a determined authority should perform only those tasks which cannot be performed effectively at a more immediate or lower level. In this case, the formulation of a legal framework that clearly specifies the role of PAP and Member States regarding the recommendations and resolutions of the PAP could expedite the effective harmonization of national legislations and, as a consequence, the socio-economic integration of the Continent.

In order to increase synergies and achieve maximum complementarity, there is also a need to undertake a study that will recommend some level of standardization of mandates, and harmonization and coordination of various AU Organs. Such standards will facilitate confidence building, strengthen ownership of the AU mission, promote mutual dialogue and clarify boundaries in all decision-making processes.

All these issues and themes need to be further debated and appreciated by all AU organs and National Parliaments' Members in order to establish a fruitful and collaborative relationship.

[8] . Although the European Parliament was established in 1952, the first direct elections were held in 1979, 27 years after it was established.

2.3 Weak Inter-institutional Linkage

Few PAP National Parliaments have parliamentary mechanisms for coordinating PAP or PAP-related Parliamentary activities. The mechanism for sharing information commonly used is through the National Parliaments and their committees (where they exist) on Foreign Affairs and Regional Cooperation. Other sector ministries also occasionally report on PAP matters. There is a need to identify more organic structures to mainstream PAP deliberations into national Parliamentary debates and *vice versa*.

One possibility might be to set up special committees that would formulate and initiate an agenda for regional issues to be debated in National Parliaments. These committees would also serve as contact points for the PAP and be structurally linked to the PAP Bureau, thereby ensuring smooth and efficient information flow and access to the support services of PAP.

PAP is facing similar constraints when there is need to coordinate with other international, African and regional institutions, but above all, when there is need for linkage among all the African Union members. In this case the set up of a committee liaising with such institutions could facilitate PAP's cooperation and exchange of information with the AU. Such constraints are also of a logistics nature. There is a lack of adequate resources allocated to the missions of Committee Members to African, regional and national institutions.

There is also the need for an information exchange platform that would expedite the exchange of information between PAP, National Parliaments and other institutions, facilitating the work of all and improving the capacity of PAP to scrutinise the activities that are of common interest and competence.

2.4 Limited Access to Value-added Information and Dissemination of Pan African and Regional Content

Without information, knowledge, and adequate competencies on continental development issues at both national and regional levels, the PAP and national Parliaments cannot effectively exercise their influence and legislative roles for the socio-economic integration of the continent for the benefit of its people.

Both PAP and National Parliaments need access to value-added information on various policy and development issues to support the work of their Committees. First, there is a need for PAP to build its internal capacity so that it is able to generate and disseminate relevant knowledge and information to MPs, civil society and private actors. Second, there is a need to build strategic partnerships with relevant universities, research institutes and think-tanks from which to pool the necessary expertise and knowledge resources. A comprehensive information generation and dissemination system on Pan-African and regional issues is required to increase the awareness of African and regional development challenges, policies and programmes as well as on the issues of continental integration and development.

The advocacy and communication obligation imposed on PAP by Article 17 (1) of the Constitutive Act, requires it to champion the communication and advocacy of the missions, visions, objectives and activities of all organs of the AU. In this regard, PAP should facilitate the access to legislative and specialized information resources by MPs and parliamentary staff across the continent. Drawing from this pool of resources, National Parliaments could better act upon PAP's resolutions in their national legislations and enhance the continental integration process. PAP should explore mechanisms for accessing member states' broadcasting and TV facilities in order to generate important information services for African citizens, and use Member States' capacities and knowledge to make PAP-disseminated communications locally relevant and informative. Most importantly, PAP should encourage collaborative information services that will promote regional integration laws, policies and processes among the African public.

2.5 Weak Capacity to Provide Support and Administrative Services

The Bureau of the PAP is responsible for the management and administration of the affairs and facilities of the Parliament and its organs. It performs functions that are of key importance for the efficient and effective functioning of the PAP, such as the preparation of the budget, the management of staff and the coordination and harmonization of the functions of Permanent Committees. The Bureau presently cannot avail to the concerned the necessary support services to effectively plan and manage PAP activities according to the strategic objectives of the PAP.

The PAP Bureau and Secretariat, which are expected to be the engine of the PAP and of the integration process, do not yet possess the necessary capacities to achieve the stated mandate. Indeed, the skills and experience of PAP Bureau and Secretariat are one of the most important assets in its drive to become the premier organ of the AU. The key element of the strategic plan should be to ensure that PAP recruits and retains a world-class staff with the mix of technical and managerial skills needed to implement its strategic agenda; staff skills must remain at the leading edge in their respective fields through carefully planned and fully budgeted training and networking programmes as well as a dynamic and attractive human resource management policy and a career and pension plan.

To this end, PAP will be expected to implement a strategic staffing approach to manage staff inflow, staff skills and career development, as well as staff exits to meet current and future operational needs during the plan period and beyond. A staff skills inventory study will identify skills gaps and staff training needs, and develop a strategic approach to future staffing needs. In addition, the anticipated growth in the mandate of PAP from advisory to legislation will require substantive increase in staff numbers and the reinforcement of specific skills and capabilities.

In the short and medium-terms, PAP should consider capitalizing on the major improvements in IT and communications facilities in order to fully use the Internet and E-mail systems. The expanded use of video conferencing will facilitate closer communications with parties.

2.6 Insufficient Staff with Limited Experience to assist parliamentary Committees

The present organizational structure of the PAP does not really cover the policy and committee system, leaving them without an adequate support structure to carry out their tasks. Each Committee requires technical professional support to formulate issues for the agenda of the Committees and to initiate courses of action by the national Parliaments. Currently such staff capacity is not available at the PAP. Also, the membership of the Committees changes every five or less years depending on the general election cycle of the national Parliaments they represent. Full-time staff at the Bureau would ensure continuity of the business of the Committees.

While the current skeleton staff has done relatively well to maintain the momentum of the PAP's activities, its ability to bring the PAP to the next level of full-time engagement with the issues of regional integration is clearly compromised by its smallness.

2.7 Inadequate Infrastructure

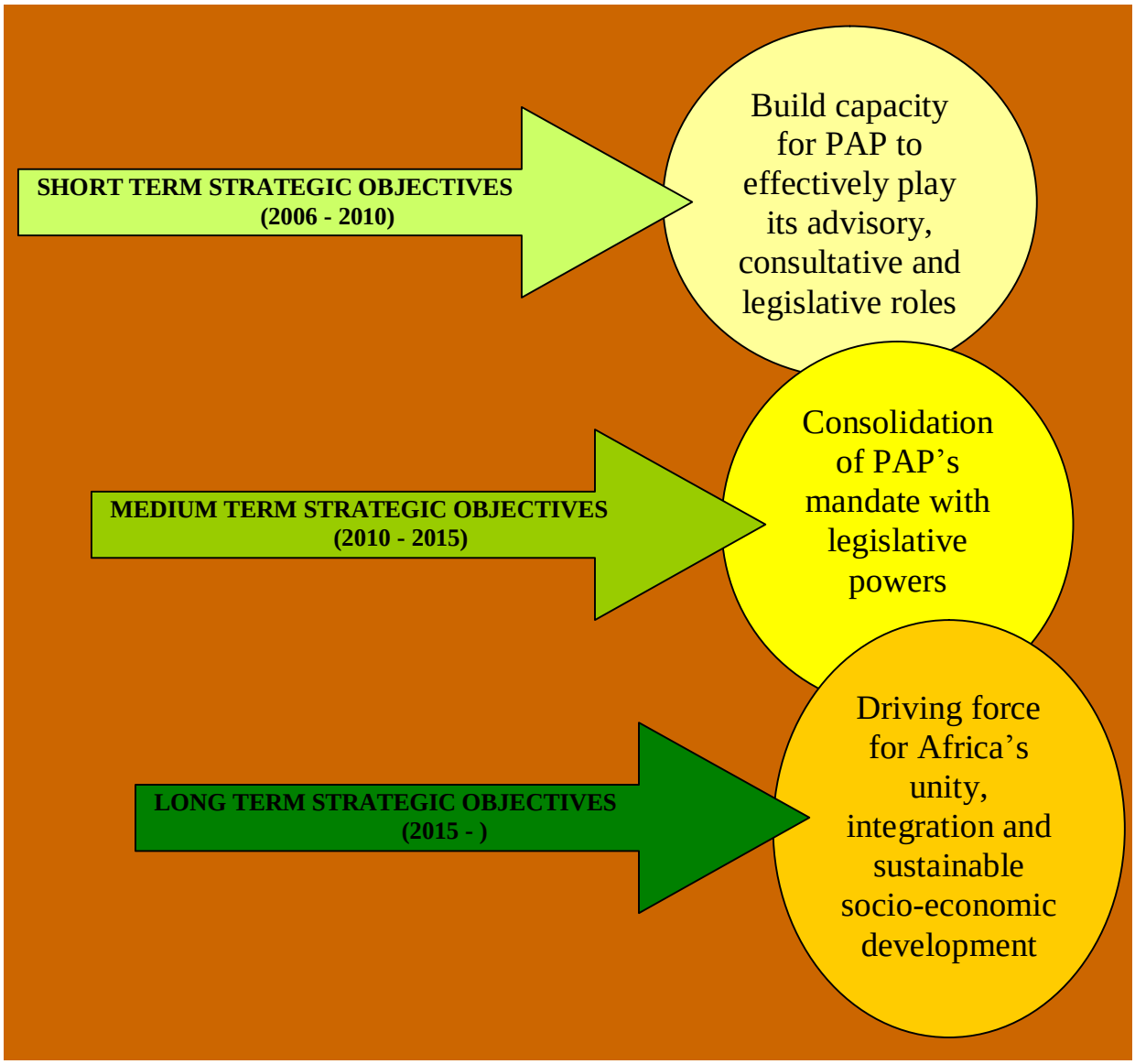
Essential infrastructure is still lacking such as a professional library and documentation unit, research department, professional databases and internet-connected computers. The PAP library and Documentation Unit should seek to acquire and stock relevant books, journals and magazines as well as state-of-the-art computers and their accessories. It is with this kind of infrastructure that PAP will raise PAP's overall profile as one of the ranking learning organizations on the Continent and seek to set the pace for sub-Regional and National Parliaments.

In addition, PAP, like other parliaments in the world, ought to be adequately supplied with a robust infrastructure for research and documentation in order to execute its mandate effectively and efficiently. The rationale is that knowledge is, or at least should be, an essential component of any

rational policy management process. The PAP Research Department is expected to provide scientifically sound and credible information that will empower MPs, civil society and the private sector actors to analyze and interpret its economic and social policies, and where possible, articulate alternative proposals.

Due to its newness, PAP is still poorly supplied with research personnel, reading materials, funds and computer equipment. This paucity of resources directly contributes to a limited knowledge base from which debates, discussions and oversight functions are conducted.

With additional resources, the Library and Documentation Unit and the Research Department will be empowered to form dynamic knowledge-based networks with sub-regional and national parliaments, think-tanks and research institutes. Additional PAP in-house capacity will encourage professional re-packaging of information to produce user-friendly, non-technical research briefings. This will include preparing research reports in languages and styles that are easily understood by the average MPs, civil society and private sector actors. Above all, more resources will also facilitate a wider distribution of PAP debates, discussions and policy positions through print and electronic media.

In this regard, PAP needs to create and strengthen an elaborate institutional mechanism for sharing information and best practices by exploiting the opportunities offered by the information and communication technology (ICT). At first, PAP may consider establishing an e-parliament which would involve Internet communication with sub-regional and national parliaments. At a more complex level, an e-parliament would seek to be interactive. This process would revolutionize networking activities by involving citizens in the governance process throughout the policy cycle and at all levels, through on-line discussions and direct submissions.

ANNEXURE 8: SHORT, MEDIUM AND LONG TERM OBJECTIVES