

# BUDGET VOTE

2024  
2025



“Celebrating 30 years of an activist Legislature that Champions Democracy”

## Hon. M.A Dukwana

Free State Legislature  
(Vote 2)

🕒 09h00

📅 TUESDAY, 20 AUGUST 2024

📍 CHAMBER OF THE FOURTH RAADSAAL



Free State Legislature

www.fsl.gov.za





**Budget Vote Speech Presentation**

**By**

**The Speaker of the Free State Legislature,**

**Hon. M.A. Dukwana**

**2024/2025**

**August 20, 2024**

**Bloemfontein, Fourth Raadsaal**

Deputy Speaker, Hon Nolitha Ndungane  
Premier, Hon MaQueen Letsoha-Mathae  
Hon Members of the Executive Council,  
The Chief Whip, Hon Oupa Khoabane  
Deputy Chief Whip, Hon Nthabiseng Garekoe  
Chairperson of Committee of Chairpersons, Hon Thabo Meeko  
Hon Members of the Legislature and NCOP Delegates,  
Free State House of Traditional Leaders  
Secretary to the Legislature  
Director General of Free State Provincial Government  
Leaders of Institutions Supporting Democracy  
Members of the Media  
Distinguished Guests,

Dumelang! Sanibonani! Good day! Goeie Dag!

***“Celebrating 30 years of an activist Legislature that Champions Democracy”***

Honourable Members of the House, it is with great honour and a deep sense of responsibility that I stand before you today to present the Budget Vote of the Free State Legislature. This budget is more than just a roadmap for sustaining our oversight and accountability over the executive, public entities and municipalities in our province; it is more than just a financial plan; it is a reflection of our collective efforts and our commitment to changing the lives of our citizens for the better.

During the beginning of the last financial year, the Legislature made a commitment to make certain the principle of working together as members of this House. This position

was influenced by the appreciation of our country's commitment to national progress espoused by the great milestone of reaching the 30 years of democracy.

Over two months ago, on the 29<sup>th</sup> of May 2024, our country hosted the seventh democratic elections in a peaceful environment, in that we replicated our 1994 moment as a resilient nation. Madam Deputy Speaker, this 1994 moment of negotiations towards democratic dispensation was preceded by escalation of violence aimed at stalling the transition to democracy. In 2024, despite sporadic and unjustified attacks on our Independent Electoral Commission, citizens affirmed the election outcomes as free and fair. The affirmation of the electoral outcome by the electorate was a confirmation of our Constitutional order, another key element of the 30-year milestone that is worth celebrating.

We also wish to appreciate the role played by our Judiciary in resolving disputes associated with electoral procedures, in a way that it always strengthens our democracy. As the Legislative arm of our democratic state, we crisscrossed the province in pursuit of a more inclusive electoral product by ensuring that more people register to vote. It is these strategies and more which are vital for a robust democracy that we celebrate as part of our 30 years of an activist Legislature that champions Democracy.

We are meeting just over a week after our country celebrated the Women's Day, which is a date selected to mark a great contribution by women in the fight against apartheid and general development of our society. This is in addition to the recognition of August Month as the Women's Month, serving as a poignant reminder that the freedom we celebrate today is due to the immense sacrifices made by the women. Consistent with our theme, we also pay tribute to the following women who served as Speakers and Deputy Speakers of the Legislature during the past 30 years of our democratic dispensation:

#### Speakers

1. Rev. Mama Motlalepule Chabaku
  2. Mantsheng Ouma Tsopo
  3. Elisa Sisi Mabe
- May Their Souls Rest in Peace!*
4. Motlagomang Grace Qabathe

5. Ntombizanele Sifuba

Deputy Speakers

1. Dibeela Getrude Mothupi
2. Suzan Kelisaletse Mamnumzana
3. Sefora Hixsonia Ntombela
4. Madiepetsana Charlotte Lobe
5. Lucy Nombulelo Mapena

We thank all of them for the immense contribution to our country's legislative system. During this period, we recognise that like those who came before them, strong women like Charlotte Maxeke, Victoria Mxenge, Adeleide Tambo, Albertina Sisulu, Winnie Mandela, Josie Mpama, Bessie Head, Ruth First and many more, their determination have left an indelible mark on our history. Deputy Speaker, one of the icons of our struggle, *Josie Mpama, remarked that:*

*Women, we can no longer remain in the background or concern ourselves only with domestic and sports affairs. The time has arrived to enter the political field and stand shoulder to shoulder with men in the struggle.*

Because of these women, it is now common cause that women's development and emancipation is a cornerstone of our government's daily efforts. At the national level, the Free State Legislature continues to cooperate and participate within the South African Legislative Sector through established forums such as the Speakers' Forum and the Secretaries' Association of South Africa.

Deputy Speaker, following the hosting of the Opening of Parliament Address by His Excellency, President Cyril Ramaphosa, the Legislative Sector successfully coordinated Opening of Legislature Addresses across all provincial Legislatures. All Legislatures have now concluded tabling their Departmental Budget Votes. In taking forward the provisions Section 104 of the Constitution, the Legislature will now begin the process of reviewing its Strategic Plan, to align it with the new term of the 7<sup>th</sup> Administration. During the period under review, we will be analysing our set strategic priorities in line with the post-election cycle, our strategic outcome-oriented goals and objectives of the Institution.

## Programme 1: Institutional Leadership

### Strategic Focus

We acknowledge that a well-structured plan provides direction, helps prioritize resources, and allows for more effective decision-making, ultimately leading to greater success and fulfilment of your mission. As we will now be aligning of our work within the framework of the Sector Strategy, we will be able to measure the impact of our plans to our overall institutional goals

Ladies and gentlemen, our commitment to strengthening our budgeting processes are continuously depicted through our prudent financial management systems. As noted by the Auditor General South Africa (AGSA), we take pride that no material financial and non-compliance matters were picked up from our books, nor any matters regarding performance, which led us to achieving yet another a clean audit outcome. The Joint Management Committee resolved to retain the post-audit action plan (PAAP) as a standing agenda item to track progress on issues flagged by the AG, and for ensuring that there is continuous engagements with respective Directorates.

Deputy Speaker, the staff complement at the Free State Legislature is standing at **153**, with **11** employees on fixed term contract and **5** contract employees. In a deliberate effort of driving a vision for a non-sexist society, and institutionalizing gender equality and women's empowerment through policies and institutional arrangements, I am happy to announce that women constitute 52% of our staff complement.

Honourable Members, we have initiated a process of organisational structure review to ensure that the Legislature remains the employer of choice to all our people. Organisational structures are essential for achieving organisational efficiency, to facilitate the integration of processes and people to support the implementation of our strategy. Currently, there are eleven (11) funded vacant positions on our Structure which we intend to fill during the 2024/2025 financial period. They include:

- I. Chief Audit Executive, and (1) Protection Officer located within the Office of the Secretary.
- II. Director Hansard, located within Hansard Directorate.

- III. Manager Committees and Manager Research, located within Legislation and Oversight Directorate.
- IV. 1 Members Support Officer, 1 Service Officer and 1 Admin Assistant within Institutional Support Services.
- V. 1 Administration Officer, located within Public Participation & Education Directorate; and
- VI. 1 Admin Assistant, located within Supply Chain Management Directorate.

We have also bolstered our management team by filling the crucial position of the Deputy Secretary to the Legislature during the third quarter of 2023/2024 financial year. Hon Members, may I therefore take this opportunity to congratulate Mr. Steven Mabalane, for his appointment as the Deputy Secretary to the Legislature. We wish him all the best in this important management role.

### Policy Development

Deputy Speaker, policy formulation plays a critical role in ensuring social justice and labour peace and served as key strategic imperative for any institution. When submitting to the Cabinet the 2020 National Policy Development Framework, acting as Director General, Ms. Lusanda Mxenge, emphasised that: *“If we are to improve our performance, we have to “get back to the basics” by improving our policy thinking (capacity), strengthening policy coordination and ensuring meaningful participation as well as policy learnings from ex post assessments.”* It is based on this understanding that the institution moved to adopt new policies and amend outdated ones, they include:

- Bereavement Policy
- Training and Development
- Study Aid Policy
- Overtime Policy
- Compliance Policy
- Supply Chain Management Policy
- Communication and Marketing Policy
- Provision of Long Service Policy

## **Labour Matters**

Deputy Speaker, in giving effect to the amendment of the Financial Management of Parliament and Provincial Legislatures Act, 2009 (Act No. 10 of 2009), in 2014, when the Act became applicable to provincial legislatures, we have introduced a Performance Management and Development Policy and Procedures on 8 April 2024, which will serve as a mechanism to monitor performance of the Legislature as it seeks to implement its Annual Performance Plans.

We have started the 2024/2025 financial year with greater focus on comprehensive analysis of our performance information plans aligning these to the recently signed off policy on performance information. These recently institutionalized policy directives compelled us to review our Annual Performance Plans aligning those to our strategic documents following the recommendations of the Auditor General.

Our governance structures such as the Budget and Oversight Committee is functional and monitors progress on administration very closely. Further appreciation goes to our Audit Committee which continues to play a pivotal oversight role to the institution's governance and risk management. Their provision of the independent counsel, advice and direction to the Accounting Officer and the Executive Authority with respect of risk management over financial administration is commendable.

## **Public Procurement to Support Local Communities**

The Free State Legislature remains committed to the principles of public procurement through the implementation our Supply Chain Management Policy and Preferential Procurement Policy. Preferential procurement policy is aimed at advancing previously disadvantaged categories of persons in public procurement. Honourable Members, it is worth mentioning that the implementation of this policy resulted in (1) increased participation of suppliers that are black, women, youth and people with disabilities. (2) setting aside the procurement of goods and services to local suppliers resulting in many of them being appointed whenever the legislature visits different communities and localities in the province (3) emerging suppliers in all corners of the province where legislature conducts public hearings, site visits and other parliamentary work were



appointed. Such appointments can be used as reference when applying for big assignments with the legislature or other organs of State.

### **Constitutional Mandate**

Madam Speaker, the Great Charter of the 13th century, otherwise known as *The Magna Carta*, was introduced to subdue a rebellion by the people against King John in London, England. The Charter introduced the concept of separation of powers by fundamentally preventing the concentration of power in any single institution. It emphasized the rule of law and the liberties of the people, which eventually led to the creation of Parliament and the independence of the Judiciary. In this framework:

1. Parliament is responsible for making laws.
2. The Executive enforces and executes these laws.
3. The Judiciary interprets and applies the laws.

In short, this is called *The State*, a political entity designed to maintain a balance of power, safeguard individual freedoms, and uphold the rule of law.

Section 114 of the Constitution articulates the authority of the Legislature and further imposes upon it the core functions critical to maintaining a healthy and effective democracy at the provincial level, ensuring that power is exercised in accordance with the law and with respect for the rights of citizens. During the past 30 years, we established mechanisms within the Legislature to enable us to fulfil these Constitutional obligations. Our three Units of Legal Services, Legislation and Oversight and Public Participation are individually and collectively responsible for institution's Core Functions, that are:

1. **Law Making:** Working within relevant Portfolio Committees, our Members and Staff, are regularly engaged in crafting, amending, and enacting laws that apply within the province.
2. **Public Participation:** This Unit is at the centre of our mantra as a “*champion of democracy,*” as it implements the Public Participation Framework that prioritises

among other mechanisms, Taking the Legislature to the People, Public Hearings, Sectoral Parliaments/People's Assemblies.

3. **Legislation and Oversight**: This Unit is the cornerstone of our Democracy, ensuring accountability and transparency by regularly engaging in monitoring and evaluating the actions of the Executive and other State organs. This is done through mechanisms such as Committee Meetings, Oversight Visit, the passing of budgets, questions for executive to reply, members' statements, notices of motions, debates on matters of public Importance and constituency work.

### **Programme 2: Core Business**

Deputy Speaker, by engaging in necessary and cordial engagements, the Legislature has been able to place greater emphasis on its Constitutional powers and functions. A key initiative in this regard is the Legislative Sector Bill, which remains a vital instrument within the Legislative Sector. The Free State Legislature played a significant role in the development of this Bill, demonstrating its commitment to strengthening legislative processes and governance at the provincial level. Once the Bill is finalised, it will pave the way to a long-awaited formalisation of institutional relations in the legislative sector.

The reaffirmation of our mandate as an arm of State distinct from the Executive and the Judiciary, enables us to maintain the following principles:

- a. *to regulate, promote and facilitate inter-legislature relations;*
- b. *to provide for the governance of the legislative sector;*
- c. *to facilitate co-operation amongst the legislatures and Municipal Councils;*
- d. *to provide for the establishment of the Institute for South African Legislatures;*
- e. *to provide for mechanisms and procedures to facilitate the settlement of inter-legislature disputes;*
- f. *to endorse the service in each legislature; and to provide for standardisation of the organisation and administration of these services.*

These principles of the Bill were approved by the Speakers' Forum during the sixth term, and legislative processes at Parliament are expected to commence and to be concluded during this term of the Legislatures.

Employment relations and basic conditions of employment in the Sector will be fully integrated and implemented at Central Bargaining Forum when the Legislative Sector Bill is in place. However, the Constitution of the Legislature Employer Organisation has been concluded and employer registered in terms of the Labour Relations Act. Discussions are still under way within the legislative sector to harmonise different conditions of employment in each legislature. This is to create a platform towards common approach in employment relations in the sector. This process is ongoing and it will require the support of all legislatures to be successful.

### **Legislation and Oversight**

Following the 2024 National and Provincial elections, government initiated a merger of various departments to ensure efficiency and effectiveness. We are happy that this action will result in spending reviews, and it does not affect the current structuring of our committees. Portfolio Committees are clustered in such a manner that they cover more than three Departments from ten (10) Portfolios. Public Accounts Committee remains a stand-alone with the provision to increase the amount of work to be done.

During the year under review, our Portfolio Committees concluded sixty (60) reports, prepared ninety-eight (98) minutes, conferred twenty (20) voting mandates and sixteen (16) final mandates, sixty-four (64) research reports on quarterly performance of departments and other organs of State.

### **Law-Making and Harmonisation of Internal Arrangements**

In the previous financial year, the Legislature considered a number of proposed provincial legislation and adopted legislation for implementation by the Provincial Executive and Municipalities. The following Bills emanating from the National Council of Provinces (NCOP) were also considered and we concluded the conferral of voting mandates to the NCOP through provincial delegates:

- a. Division of Revenue Bill (B2-2023)
- b. Copyright Amendment Bill (13F 2017)
- c. Performers Protection Amendment Bill (B24F-2016)
- d. Fundraising Amendment Bill (B29B-2023)
- e. National Veld and Forest Fire Amendment Bill (B24B-2021)
- f. Agricultural Produce Standard Amendment Bill (B15B-2021)
- g. National Land Transport Amendment Bill (B7F- 2026)
- h. National Road Traffic Amendment Bill (7B-2020)
- i. Economic Regulation of Transport Bill (B1B-2020)
- j. Division of Revenue Bill (B 33 2023)
- k. National Health Insurance Bill (B11B-2019)
- l. Housing Consumer Protection Bill (B10B-2021)
- m. Expropriation Bill (B23D-2020)
- n. Upstream Petroleum Resources Development Bill (B13B-2021)

Honourable Members, it is also critical to report that the impact of the national and provincial election led to the discontinuation of the Legislature programme for the Second Quarter of 2024. The discontinuation of the programme was done in terms of Rule 30(4) of the Standing Rules and Orders of the Legislature, which mainly affected Programme 2 (Core Business), in particular Sectoral Parliaments.

### **Public Participation and Education**

Deputy Speaker, we continue to maintain strong relations with our stakeholders, including chapter 9 and 10 institutions. As part of our stakeholder engagement plan, we have held meetings with; (1) *the Public Protector South Africa (PP), to harmonise relations and to assess the impact of the existing Memorandum of Understanding between the two institutions,* (2) *South African Local Government Association (SALGA), to sign a Memorandum of Understanding to formalise working relations,* (3) *a delegation from Provincial People’s Congress from Jiangsu, China, on sharing approaches to Law-Making processes and Public Participation.*

Furthermore, the Office of the Speaker managed to execute the following activities across the districts:

- a. Youth Parliament, held in Welkom.
- b. ID Campaign across five (5) districts.
- c. Frene Ginwala Commemoration, held in Bloemfontein.
- d. Traditional Leadership Dialogue held in Bloemfontein, and;
- e. Mass Prayer for Peaceful Elections, held in Kroonstad.

While addressing Casac in January 2011, the First Speaker of our Democratic Parliament, Dr. Frene Ginwala, said: *“accountability is rules based, and flows from the responsibility that one is charged with or a responsibility that one assumes. It requires reporting, explanations of actions, disclosure and the assumption of responsibility.”*

Honourable Members, other mechanisms of ensuring accountability established and implemented effectively by the Legislature in the last 30 years include recording debates, votes, and discussions verbatim. Central to the mandate of Hansard Directorate is (1) eliminating language barriers during public meetings, sittings, and committees. (2) translate all official documents into the three official languages in the Free State: Sesotho, Afrikaans, and English, as well as Sign Language. Deputy Speaker, number (3) is that we also boast the unique capabilities of translating from all official language of South Africa to the three official languages in our province. This speaks directly to the recruitment strategy of the Legislature, the skills base of our staff and the quality of Hansard material produced on continuous basis.

Our institution is part of collaborative efforts at the level of the South African Legislative Communication and Stakeholder Forum. Through these efforts, the Sector regularly evaluate the standardisation of communication protocols through customisation all Provincial Legislatures' Communication Strategies with that of the sector. Our communication multidisciplinary approach Scorecard produced 27 000 outcomes, the impact of which led to increased awareness and access to information. Furthermore, our professional team provides supports to the Society of Clerks-at-the-Table - Africa Region (SocaTT) Editorial Board led by our Secretary to the Legislature as the Convenor.

## **Maintenance of the Fourth Raadsaal**

Deputy Speaker, the Department of Public Works is responsible for structural and maintenance of the Fourth Raadsaal. We trust that the dilapidated state of this building will receive the urgent attention it needs from Department of Public Works. The Legislature has invested in technical equipment to improve its audio and technical support for sittings and meetings to fully migrate to a paperless environment.

## **Programme 3 – International Relations**

Deputy Speaker, the decision of the Speakers' Forum to incorporate this programme in the Appropriation Bill has not yet been implemented by National Treasury. The process will only be concluded when Treasury has published the changes to the legislative Sector programmes in the Government Gazette. The Free State Legislature, as a Sub-Branch of the Commonwealth Parliamentary Association (CPA), is an active participant in international relations including participation in the activities of the Commonwealth Parliamentary Association. The Sub-Branch Constitution of the CPA was adopted in the Sixth Legislature, followed by the launch of the Sub-Branch. The representation of the Commonwealth Women Parliamentarian will be set up as required by the Sub-Branch Constitution.

The Commonwealth Parliamentary Association (CPA) has welcomed the announcement by the CPA International on the 17<sup>th</sup> of July 2024, that a Bill to change the CPA's legal status has been included in the UK Government's Legislative Programme announced in the King's Speech. As set out in the CPA's Strategic Plan (2022 to 2025), the CPA is seeking a change in its status. The proposed Bill is expected to provide the basis to confer on the CPA a legal status comparable to an international organisation from a charity organisation that was registered in 1971 in the United Kingdom. Until now, the organisation remains a subject to regulation by the UK Charity Commission and UK legislation on the charities sector. These are some of our successes in the past 30 years, to build the CPA as a truly representative international body. We also report that in recognition of delays arising out of legislative processes in the UK, a further decision was taken to open a CPA Bank Account wherein annual subscriptions must be paid, and Branches and Sub-Branched of the CPA have begun to pay subscriptions into the CPA account instead of the account in United Kingdom.

#### **Programme 4: Members and Political Parties Support**

We continue to provide administrative and financial support to Hon Members and political parties as required by section 116(2) of the Constitution. The support is provided for under budget Programme 2 called Facilities for Members and Political Parties. Whilst the Constitution places the responsibility of administrative and financial support to parties in the Legislature, it must be noted that the current budget process in relation to the budget of the Legislature is that the Legislature is entirely relying on the Provincial Executive to make reasonable allocation of Constituency allowance and other allowances for political parties represented in the Legislature. The current overall budget allocation to the Legislature is inadequate, and it has negatively affected allocations to political parties. In order to rectify this shortcoming, consultation between the Executive Authority of the Legislature with the relevant Member of the Executive Council shall ensue in accordance with section 17 of the Financial Management of Parliament and Provincial Legislatures Act 2009 (Act No. 10 of 2009), as amended.

#### **Appropriation: Budget Tabling**

Honourable Members, The Budget for Vote 2 to be appropriated amounts to **two hundred and fifty-seven million and four hundred and four thousand rand** (R257,404 million) with a further statutory amount of **twenty-seven million five hundred and seven thousand rands** (R27.507 million). The total budget allocation, therefore, amounts to **two hundred and eighty-four million and nine hundred- and eleven thousand-rand** (R284,911million) This constitutes a 21% decrease compared with the previous financial year's allocation.

Among the areas affected by the shortfall, is the; (1) funding for political parties, (2) operational expenses where the Legislature has to represent the country at the Commonwealth, (3) capital items which needs replacements and review of organisational structure. The severe cut in allocation, if compared with the previous financial period, will have a devastating effect on funding of constituents to political parties, to such an extent that if funding is not forthcoming, political parties may be forced to close constituency offices. The situation calls for this House to take action to

rectify the shortfall and for the Treasury to adjust the baseline allocation over the Medium-Term Strategic Framework period.

Honourable Members, the allocation of budget to execute Constitutional Mandates in the Free State Legislature is as follows:

1	Administration	<ul style="list-style-type: none"> <li>Provides for (1) Office of the Speaker (including Portfolio Committees), (2) Office of the Secretary (Strategic &amp; Risk, Internal Audit, Marketing &amp; Communication, Public Participation, Security, Legislative Sector Support Programme), (3) Office of the Deputy Secretary (Human Resources, Institutional Support) and (4) Office of the Chief Financial Officer (Finance, Supply Chain Management).</li> <li>International Relations</li> </ul>
	Direct Charge to Provincial Revenue Fund	Remuneration of Members
2	Facilities and Benefits to Members and Political Parties	In terms of Section 116 (2) of the Constitution of our country, financial and administrative assistance to each party represented in the legislature, in proportion to its representation, to enable the party and its leader to perform their functions in the legislature effectively must be provided.
3	Parliamentary Services	Provides for Hansard, Legal Services, Legislation & Oversight

<i>Budget allocation per programme</i>	2024-25 R'000
Administration	169 049
Direct Charge	27 507
Facilities & Benefits to Members and Political Parties	35 934
Parliamentary Services	52 421



<i>Total</i>	284 911
--------------	---------

<i>Budget allocation per economic classification</i>	2024-25 R'000
Compensation of Employees	196 141
Goods & Services	54 000
Transfers	33 609
Payments for Capital Assets	1 161
<b>Total</b>	<b>284 911</b>

### **In conclusion**

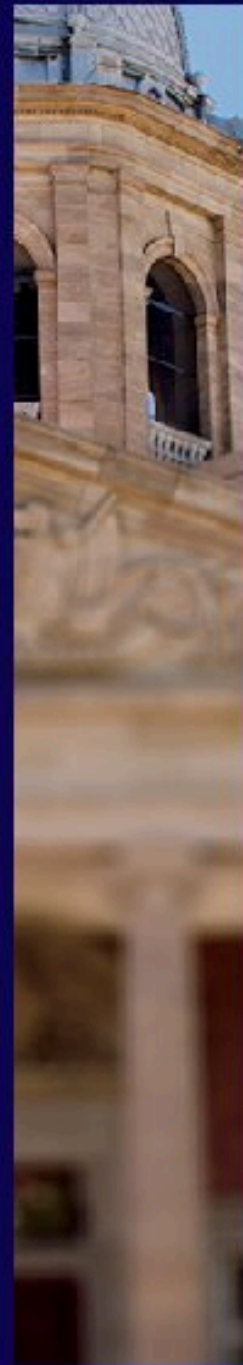
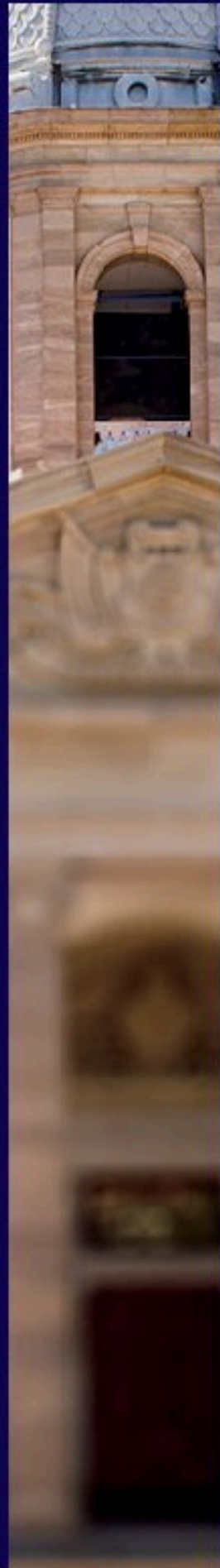
Honourable Members, the First Black South African woman to graduate with a university degree, obtaining a BSC Degree at Wilberforce University Ohio USA, Mama Charlotte Makgomo Mannya-Maxeke, wrote as early as 1901, that: ***This work is not for yourselves. Kill that spirit of self and do not live above your people but live with them and if you can rise, bring someone with you.***

Arising from the 2024 National and Provincial Elections, the most popular and singular message drawn from the voices of the people, as extrapolated from the election outcome, is that ***this work is truly not for us***. By working to improve the standing our society, and to the benefit of all the people who voted for us, in a non-partisan approach, not only will we earn recognition as great human beings, but a profound sense of joy.

Honourable Deputy Speaker, I hereby table the 2024/2025 financial year Budget Vote of the Free State Legislature.

**I thank you.**

---



**Free State Legislature  
Communication & Marketing  
41 Charlotte Maxeke St, Bloemfontein Central,  
Bloemfontein, 9301  
Tel: (051) 407 1100**