REPUBLIC OF MOZAMBIQUE

ASSEMBLY OF THE REPUBLIC

STRATEGIC PLAN FOR 2003 – 2007

Maputo, June 2003

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LIST OF ABBREVIATIONS

COMAR   Committee for Modernisation of the Assembly of the Republic

FRELIMO   Mozambique Liberation Front

SPAR   Strategic Plan of the Assembly of the Republic

SWOT   Strengths, Weaknesses, Opportunities and Threats

INTRODUCTION

The Assembly of the Republic of Mozambique, the highest legislative body in the country, composed of deputies elected by universal suffrage, has a singular history. In various phases of the country's history, it performed the function of bringing citizens from different parts of the country to the principal centres of decision and that of representing the idea that sovereignty resides in the people with distinct styles of work and dissimilar politicians.

The Assembly of the Republic, in the present day, has had the distinguished role of bringing together differing opinions, but more so, of speaking on behalf of strata and groups who were only recently at variance. If the prevailing public image is sometimes one of not always mild confrontation, the less visible but more important truth is that political pacts are negotiated and agreed in the Assembly of the Republic, which has permitted the peace process to be consolidated and the broadening of democracy and of participation in making choices.

The Assembly of the Republic is the place where the policy of inclusion is shown in its clearest form, since the representatives of diverse social and political groups are found there, with different origins and levels of education, all as equal and representative citizens. For that reason, it is a place favouring knowledge of others and of the human diversity of the country.

Within the current constitutional framework, the Assembly of the Republic is no longer the highest body of State power. But it holds constitutional functions of the utmost importance that it must exercise in conjunction with other constitutional bodies, such as the power to make laws, which are an essential tool for regulating the life of the country in all spheres and for the security of human, economic and social affairs. In being elected, the deputies are vested with the task of turning the guidelines that should govern the life of the country into legal precepts. This means examining the life of society and identifying gaps that need regulation; in other words, constantly making an inventory and bring up to date legislation made redundant by a changing world and the speed of transformation in society.

In being elected, the deputies take on another major task: that of politically supervising the activities of another constitutional body, the government. In this function, they are the permanent representatives of the will of the electorate, from which they must constantly draw inspiration and information, in order to assess government activity critically and indicate possible courses of action.

These major political functions have to be carried out in an organised fashion, so that the Assembly fulfils its tasks effectively. What this means is that besides having this highly political nature, the Assembly is also an organisation. As such, it must consider its own structure for the purpose of functioning as an organisation, its interaction with voters, the quality and efficiency of the legislative process, its relations with other representatives of

sovereignty, organising the work of deputies, their working and travelling conditions and the support bodies.

The Assembly is a modern organisation that must act with perspective and vision and programme its activities in order to derive maximum benefit from them. The Assembly of the Republic feels that it needs to organise its internal structure in order to achieve levels of efficiency and effectiveness compatible with the expectations of the electorate. Activities for affirmation, self organisation and training must also be carried out as part of the process of raising the political level of the Assembly of the Republic and making it part of institutional life and society itself.

These are the reasons that lead the deputies of all parties to think that the progress of the Assembly is in the interest of the parties represented there, and at the same time, of the institution as such (on other words, of the country) and they recognise that sometimes the latter interest may transcend the former.

This is why the deputies decided to set up a working committee for the Assembly with a broader time perspective, covering the next five years, through a Strategic Plan of the Assembly of the Republic of Mozambique (SPAR) 2003-2007 that identifies the next steps in a scheduled, logical and feasible plan. It is believed that such a plan could contribute decisively to the development of the institution, with the necessary partnerships and support, and in this way to democracy, the consolidation of peace and to the increasingly efficient and harmonious functioning of all the organs of governance.

This document, which is the first Strategic Plan, clearly does not exhaust all the questions that the Assembly of the Republic of Mozambique feels could be improved to make the institution entirely efficient. Its value lies in being a firm step, one that is participatory and has consensus, towards the introduction of a habit of programming that ensures the long-term and complete realisation of the institutional and historic role that belongs to the Assembly of the Republic in the institutional context of the country.

A BRIEF HISTORY OF THE ASSEMBLY OF THE REPUBLIC

The Assembly of the Republic is the highest legislative body in the country. It was created for the first time in 1977, when it was called the People's Assembly, the name it retained until 1990, the year in which the name changed to Assembly of the Republic.

During the 26 years of its existence, the Assembly of the Republic has been through various phases, according to the political, economic and social environment through which the country passed in that period.

The People's Assembly was created at a time when the country was governed by a one-party state, a situation that lasted until 1994. The initial composition of the Assembly was provisional (31/8 to 01/09 1977) with 207 deputies selected by the Central Committee of FRELIMO. The general election of 1977 elected 227 deputies, who met twice a year in ordinary sessions of eight days, while extraordinary sessions were rare. It is important to note that at that time the deputies carried out their duties with no remuneration.

When the People's Assembly was established in 1977, a Standing Committee of the People's Assembly was also created to exercise legislative functions in the interval between plenary sessions of the People's Assembly, in accordance with the 1975 constitution then in force.

Under the 1975 constitution, the position of Speaker of the Assembly was occupied by the President of the Republic in an accumulation of functions. At the same time, technical and administrative support was provided by the Organising Group of People's Assembly Sessions, which functioned only for the purpose of organising the sessions of the People's Assembly. This group was formed on the initiative and under the coordination of the Ministry of State in the Presidency, which was responsible for organising the secretariat of the People's Assembly and the secretariat of the Council of Ministers.

Legislative initiative at that time came almost exclusively from the Council of Ministers, with the bills being drafted by civil servants in the ministries and their dependent institutions.

At that time, the functioning of the People's Assembly was marked by two main periods:
   a. The first occurred during the working committees, with participation by deputies and invited guests, where bills and other matters were in fact discussed.
   b. The second occurred in the session chamber and was a formal and ceremonial occasion when the proposals presented by the working groups were passed unanimously.

The functioning of the People's Assembly changed in 1983, when a general secretariat of the People's Assembly was created, under a director and with six or seven officials.

In 1986, the Standing Committee of the People's Assembly ceased to enjoy the constitutional prerogative of passing legislation. The duration of the sessions of the People's Assembly increased and three members of the Standing Committee began to

perform their function full time in the Assembly, for the purpose of giving support and assistance to the Speaker.

In 1986, when the one-party system was still in force, the process of revising the 1975 constitution began. As a result of that revision, and with a view to decentralising powers, the position of Speaker of the Assembly was created (the Assembly had meanwhile changed its name to Assembly of the Republic), no longer occupied by the President of the Republic, but by an individual elected by the Assembly. The number of deputies increased to 249 effective deputies and 10 substitutes.

In 1987, the procedures of the Assembly were adjusted in accordance with the constitutional amendments of 1986, by means of its internal regulations approved in Resolution 10/87 of 21 September.

The general secretariat of the Assembly was made thoroughly professional and reorganised and in 1987 the Organisational Statutes of the General Secretariat of the Assembly of the Republic were approved by the State Administration Commission, along with Regulations on Professional Careers in the General Secretariat of the Assembly of the Republic, by dispatch from the Speaker of the Assembly of the Republic. The Statute of Deputy, new Internal Regulations on the Functioning of the Assembly of the Republic and its Organisational Statute were approved in 1988. However, the establishment plan of the General Secretariat of the Assembly of the Republic and of the former Provincial Secretariats was only approved in 1993.

Finally, the current phase is characterised by a multi-party system as a consequence of the General Peace Agreement signed in Rome in 1992 between the government of Mozambique and RENAMO. The deputies were elected in the first multi-party general elections in 1994. The 250 deputies in the current Assembly of the Republic, with a mandate until 2004, were elected in the second general elections in 1999.

On 30 April 2001, in Law 6/2001, the Assembly of the Republic approved a new Statute of the Assembly of the Republic, which mentions the principle of the division of competencies between the plenary and the committees on matters of approving bills, relations with the public and supervisory activities through the creation of a Petitions Committee.

The Committee on Modernisation of the Assembly of the Republic (COMAR), created in April 1996, had an important role in the modernisation of the Assembly. Working jointly, COMAR and the Standing Committee of the Assembly promoted the establishment of a network of consultants as part of a project on technical legislative assistance that supported the Technical Office of the Assembly of the Republic.

The competencies of the Assembly should be exercised in the context of its duty to guide and oversee the activities of the State and its bodies, and it should not try to take over from them in their management role, although it is often difficult to maintain such separation in the juridical sphere.

The competencies that are defined for the current Assembly are essentially the following:

a. State structuring competencies

This group of competencies refers to the capacity of the Assembly of the Republic to alter the constitution, to pass the electoral law, to define conditions of referenda, etc.

b. Competencies relating to the functioning of the State

In this context there is the provision of a general nature, according to which the Assembly of the Republic determines the rules that govern the general functioning of the State.

c. Competencies relating to ensuring citizens' rights and liberties

The Assembly of the Republic may, under exceptional circumstances, sanction the suspension of guarantees foreseen in the constitution. In attributing this competency to the Assembly, it avoids the possibility that a single person (in this case the President of the Republic) may dictate the fate of citizens' rights without consulting another broader body.

d. Competencies relating to public consultation

While the decision on holding referenda and acts of public consultation is the responsibility of the President of the Republic, the Assembly has the role of making proposals on holding such acts.

e. Competencies on the approval and supervision of government policy

The government programme has to be approved by the Assembly at the beginning of its legislature and it also has the duty to monitor its implementation, as well as assessing activity reports from the Council of Ministers.

f. Competencies on matters of territorial organisation

The demarcation of borders and territorial division are competencies of the Assembly because of their importance to national security and relations between States.

g. Competencies in the areas of defence and security

The Assembly essentially has the responsibility to define national policy on defence and security. Deliberations on such matters are preceded by a hearing with the National Defence and Security Council, which however, is defined as a consultative body of the President of the Republic in article 158.

h. Competencies in the appointment of heads of other organs of sovereignty

The appointment of heads of judicial bodies – President and Vice President of the Supreme Court, President of the Constitutional Council and President of the Administrative Tribunal – have to be ratified by the Assembly.

i. Competencies in the definition of economic and financial policies

Approval of the plan and the budget, as well as the adoption of measures that affect citizens, namely taxation policy, is the competency of the Assembly.

j. Essential competencies in matters relating to international State relations

The Assembly has the responsibility to sanction or renounce international treaties negotiated by the government and or signed by the head of state. Treaties define major principles and impose greater obligations on States or solemnise alliances, govern situations of peace and constitute the principal form of international relations.

k. Competencies in matters of the implementation of penal measures

Measures of clemency, such as amnesty and the remission of sentences, traditionally used to propitiate a climate of peace and harmony or to reduce overcrowding in prisons, are the competency of the Assembly.

l. Competencies of internal organisation

The Assembly of the Republic has the power to organise itself internally, and it must do this within the framework of the constitution (article 135, paragraph 3), which stipulates the adoption of internal regulations, called Rules of Procedure, the adoption of Statute of Deputies, the creation of working committees and the election of the Speaker and the members of the Speaker's table (Standing Committee) as competencies of the Assembly.

In short, the competencies of the Assembly of the Republic may be divided into five main groups:

1. Representing the electorate and acting as a focus for identification and linkage with voters.
2. Legislating on all matters, including revision of the constitution.
3. Supervising government work, which implies approving the government programme and monitoring its implementation.
4. Listen to and sound out the opinion of the electorate and of the public in general.
5. Organise itself for the performance of its tasks.

ASSEMBLY OF THE REPUBLIC OF MOZAMBIQUE

MISSION

The Assembly of the Republic of Mozambique, the country's highest legislative body, permanently expresses the opinion of the electorate on the country's problems, turning these sentiments into laws that progressively consolidate the rule of law, increase legal security and guarantee the protection of civil rights.

As the most representative platform of multi-party life, the Assembly of the Republic practices and develops democracy.

The Assembly of the Republic defends differences of opinion and promotes dialogue and harmonisation as the way to approach problems of peace, defence and the development of the country.

The Assembly of the Republic coordinates its activity with public institutions and with society.

The Assembly of the Republic exercises political control over the activity of the executive and collaborates with it so that government activity meets the needs of the people at all times.

The Assembly of the Republic recognises, accommodates and protects diversity, rising up against any discrimination based on religion, ethnic origin, race or gender.

INSTITUTIONAL ANALYSIS

An institutional analysis is an indispensable and basic step in the preparation of a strategic plan for any institution. It is internationally accepted that to do this the SWOT (strengths, weaknesses, opportunities and threats) method should be employed, consisting of a two-stage analysis:

- listing the essential characteristics of the institution;
- combined analysis of these characteristics.

The essential characteristics must be identified under the four headings mentioned above and must be established with the utmost rigour in order to ensure a correct analysis. The combined analysis of these characteristics will provide the <u>potential</u>, <u>constraints</u>, <u>vulnerability</u> and <u>problems</u> of the institution.

These four parameters will constitute the basis for defining the specific actions and activities to be undertaken in order to strengthen the potential, avoid the constraints and vulnerability and minimise the problems. We will thus be able to define the <u>strategic objectives</u> of the institution's plan where the <u>specific actions and activities</u> will be defined.

The four basic characteristics identified as the basis for analysing and diagnosing the current situation of the Assembly of the Republic of Mozambique were:

1. CAPACITY (INTERNAL STRENGTHS) OF THE ASSEMBLY
- Being the highest legislative body, having the power to alter the constitution and to initiate laws;
- Being elected by universal suffrage and representing the interests of society;
- Being the guarantee of the consolidation of the democratic process;
- Being the body that legitimises, structures and supervises the State (namely with the prerogative of approving the government budget and plan) and established powers relating to society and to the consolidation of national unity;
- Being institutionally the highest meeting point of multi-party life in the country, with sufficient openness to transmit an image of democratic practice to society;
- Being the guarantee of fundamental civil rights and liberties;
- Having the competency to ratify the appointment of the heads of the organs of sovereignty;
- Benefiting from differentiated treatment that allows adequate resources to be gathered in order to achieve efficiency and effectiveness in work, with relatively qualified human resources and with the possibility of promoting training for its workforce;
- Having capacity to legislate on its own initiative and the exclusive power to pass laws on matters of national interest;

- Being able to count on the participation of citizens by means of consultations, hearings and petitions;
- Having a high level of female representation among the deputies;
- Possessing its own infrastructure suited to its functions.

2. INTERNAL WEAKNESSES

- Inadequate organisational statute, non-existent internal regulations, outdated career and salary systems approved for the general secretariat of the Assembly of the Republic, which does not facilitate the effectiveness of the work of the institution;
- The Assembly of the Republic has a relatively recent tradition as a multi-party body;
- The functioning of the Assembly (legislative power) is too dependent on the executive;
- Relations between the Assembly and other bodies of sovereignty are not through an established and structured system;
- The internal structure of the Assembly is not well enough organised that it can truly exercise its capacity to control and supervise government activity;
- Deputies are put on committees for reasons other than their qualification to do the job expected of them;
- The period of working in plenary is too short for existing needs, with a consequently low output of laws;
- The presence of the Assembly in the country's constituencies (through its deputies) is hampered by financial constraints;
- The Assembly does not have the capacity to make the legislative process flow and to organise the selection of bills;
- A lack of means of communication leads to the isolation of deputies from the Assembly when they are in their constituencies;
- The assembly suffers from a lack of working resources in terms of infrastructure (including accommodation for deputies from outside Maputo), computers, technology, transport etc.;
- The procedures followed inside the Assembly are characterised by a sluggish bureaucracy (particularly the great delay between the debates and the availability of their summaries for consultation);
- The Assembly does not have computerised databases for rapid consultation on matters of interest to its work;
- The financial area of the Assembly suffers from a lack of effective control;
- There is no institutionalised profile of a deputy of the Assembly of the Republic nor a "Deputy's Code of Ethics" that might generate conduct and respect compatible with the status of deputy;
- Some of the auxiliary staff of the general secretariat of the Assembly are characterised by youth, inexperience and little technical and professional qualification;

- There are no policies on technical and professional training and human resource management;
- The Assembly is characterised by a weak capacity to develop institutional relations at international level;
- Although women are strongly represented in the Assembly as a whole, their presence is weak in the working committees;
- The Assembly has no means of publicising activities on the political platform in order to project itself in public opinion (namely little development of an Assembly "journal" or "bulletin").

3. **EXTERNAL OPPORTUNITIES**
- Society manifests a genuine desire for peace and reconciliation;
- The Assembly is accepted as a forum for deliberation and a factor favouring harmony;
- The mass media provide an opportunity for the Assembly to project its image in society;
- The Assembly has the possibility to publicise its work and assess the impact on society through the deputies themselves throughout the country;
- The Assembly has the possibility of establishing fruitful relations with the electorate, society in general and national and foreign organisations and institutions;
- As the guarantee of the consolidation of peace and democracy in Mozambique, it attracts the interest and support of organisations and institutions that promote these values, thus providing an opening for good international relations.

4. **EXTERNAL THREATS**
- The executive and other State powers minimise the institutional role that effectively belongs to the Assembly as the highest legislative, controlling and supervisory body;
- Some partners exert pressure to impose a given model of functioning, restricting the freedom for self-organisation;
- There is no permanent system for relations between the Assembly and other State powers;
- Imperfections in the electoral system;
- Weak links between the deputies and their constituencies;
- There is doubt that the Assembly can meet expectations, namely in fulfilling its mission;
- Criteria for the selection of Assembly deputies do not ensure its complete functionality;
- The public has a very poor understanding of the channels through which citizens can appeal to the Assembly and of their rights of petition;
- The mass media largely and in practice are taking over the function of the body supervising the powers and because they focus on what is unusual and spectacular and centre their attention almost exclusively on the

interests of the large urban centres, by degrees they can influence the direction of parliamentary work, diverting it more and more from the major interests of truly national scope;

- The mass media and the telecommunications network have deficient coverage of the national territory, causing difficulties for (and ignorance of) the work of the Assembly and making for weak links between the Assembly and the electorate.

These were the essential characteristics that it was possible to ascertain under the four headings necessary for the first stage of institutional analysis, after which the second stage of the process was conducted, including cross reference, necessary to reach the findings of the analysis.

Thus the first step was to identify the ***potential*** of the institution, what is possible by combining its capacity (internal strengths) with external opportunities. For example:

- The fact that the *Assembly of the Republic is the highest legislative body, and has the power to initiate laws and alter the constitution of the Republic,* combined with *its possibility to publicise its own work and assess the impact on society and throughout the country through the deputies themselves,* indicates the potential to **get the population to participate in debates of major relevance to the country;**

- The fact that the *Assembly is the guarantee of the consolidation of the democratic process*, combined with its *facility to project its image in society through the media,* opens up the possibility of **using radio and television broadcast time to publicise its work and topics related to democratic political education;**

- As the *Assembly is the most important institution serving as a meeting point of multi-party life, and can project its image to society through the mass media and maintain fruitful relations with the electorate, society and national and foreign organisations and institutions,* it consequently has the potential to **ensure that debate among the various parties becomes an efficient constructive force in the country's political, social and economic development.**

Then the ***constraints*** on the Assembly were sought; these result from possible lost external opportunities because of internal weaknesses, for example:

- One of the constraints on the Assembly of the Republic is its **difficulty in timely legislative activity that meets the expectations of society.** The is due essentially to the fact that *the period of plenary work is too short for existing requirements, with a consequently low output of legislation,* which

means that the best is not made of opportunities *(i) for a fruitful relationship with society and (ii) for facility of social projection through the media;*

- The weakness described as *low capacity to develop institutional relations at national level* hampers the Assembly's opportunity of being the *guarantee of the consolidation of peace and democracy in Mozambique (thus attracting interest and support from organisations and institutions that support these values)* thence resulting in the constraint of **a low level of cooperation between the Assembly and these organisations and institutions, both national and international.**

The ***vulnerabilities*** derive from the effects that external threats could cause an institution if its internal strengths were not suitably nurtured, making the institution more vulnerable to external threats. Thus in the case of the Assembly of the Republic, for example:

- One of the capacities of the Assembly is *being the country's highest legislative body, having power to alter the constitution and initiate laws.* However, this capacity is hampered by the *minimisation by the executive and other State powers of the institutional role that effectively belongs to the Assembly of the Republic as the highest legislative, controlling and supervisory body.* From this the vulnerability arises of the Assembly noting **difficulties in the exercising the initiation of law by the Assembly in areas that are not specific to other sectors;**

- Two other major vulnerabilities are the **weak capacity to receive information coming from society and the consequent lack of timely action** and the **lack of effective mechanisms to reach a true understanding of the problems and aspirations of citizens.** These vulnerabilities arise from the failure to exercise many internal strengths of the Assembly effectively, which crumble in the face of external threats, such as *(i) the weak links of deputies to their constituencies, (ii) deficient coverage of the country by the media and the telecommunications network, creating difficulties for (and ignorance of) the work of the Assembly (iii) very scant knowledge by the public of the channels through which citizens may appeal to the Assembly and of their rights of petition.*

When the internal weaknesses of an institution are aggravated by the external threats to which it may be subjected, then the real ***problems*** arise. In the case of the Assembly of the Republic, the cross referencing exposed such problems as:

- The fact that *the tradition of the Assembly of the Republic being a multi-party body is recent and its deficient presence in the country's constituencies* cause it to succumb in the face of the threats of

minimisation by the executive and other State powers of the institutional role that effectively belongs to the Assembly of the Republic as the highest legislative, controlling and supervisory body and the *doubt that the Assembly of the Republic can meet expectations, namely in the fulfilment of its mission,* creating a first problem: **weak capacity in the Assembly of the Republic to project an image to the electorate of constructive multi-party life.**

- *The period of plenary work too short for the existing needs,* with a consequently *low output of legislation and the non-existence of capacity to make the legislative process flow and to organise the selection of bills,* combined with the *non-existence of a permanent system of relations between the various State bodies and the Assembly of the Republic* result in the problem of ***the incapacity of the Assembly of the Republic to match the rate of change that the country is experiencing, in terms of legislative output.***

More examples could be given to demonstrate how to identify the different potential, constraints, vulnerabilities and problems of the Assembly of the Republic, but the examples given were thought to be enough to allow a full understanding of the methodology followed, without making reading the document wearisome (the complete system that was followed may be consulted in annexe 2).

The following topics relating to the current situation of the Assembly of the Republic were diagnosed, therefore, as the summarised findings of the analysis made, within the four parameters established:

POTENTIAL

- Passage of legislation supporting the establishment of truly democratic administration and management in the country

- Guaranteeing the correct scaling of the established powers and rigorous compliance with the law, either on its own initiative or by means of petitions made by citizens, or both

- Demanding that the executive power clearly indicate in a timely fashion Mozambique's position on matters of international policy

- Ensuring that the culture of democracy is deepened

- Ensuring political debate among the different parties as an efficient and constructive force in the country's political, social and economic development

- Ensuring that citizens exercise their duties and rights effectively

- Using the channels of consultation and petition as the basis for legislating on matters of national interest

- Promoting public participation in debates of major relevance to the country

- Taking public opinion polls at local, regional or national level

- Making fruitful partnerships for the development of the mission itself

- Attracting support for the development of projects in the political sphere with impact on the maintenance of peace and the consolidation of democracy

- Promoting joint work with organisations and institutions that fight in the defence of civil rights

- Taking broadcasting time on radio and television to publicise its work and topics related to political and democratic education

- Ensuring freedom of the press in Mozambique

- Conducting consultations with organisations and institutions of international law.

CONSTRAINTS

- Difficulty in having timely legislative action that meets the expectations of society

- Low capacity to organise systematic contact between the deputies and the electorate/society and to transmit concerted positions abroad as the highest legislative body

- Lack of time available to organise consultation and interaction with society, organisations and institutions

- Major differences in career path and education among the various deputies, hampering productivity in the work of the Assembly

- Weak relations with the media and poor use of them

- Little possibility of developing its own means of publicising the activities of the Assembly

- Low level of cooperation between the Assembly and organisations and institutions, both at home and abroad

- While the representation of women in the Assembly of the Republic is significant, there is no practical tradition of current work (namely in the committees)

VULNERABILITIES

- Difficulties in exercising the power of the Assembly to initiate law in areas that are not specific to other sectors

- Lack of effective mechanisms for reaching a true understanding of the problems and aspirations of citizens

- Weak capacity to receive information coming from society and a consequent failure to act in a timely fashion

- Difficulty of expanding the work of the Assembly of the Republic to the whole country, with the consequent risk of delaying development of the democratic process

PROBLEMS

- Not enough financial resources for the work of the Assembly of the Republic, namely to programme activities for the deputies in the periods between plenary sessions

- Scant capacity in the Assembly of the Republic to match the rate of change that the country is experiencing, in terms of legislative output

- Difficulty in placing the Assembly in the political and social position that it should occupy, according to its mission

- The lack of definition of an institutionalised profile of a deputy that provides parties with criteria for the selection of their candidates for that function

- The deputies scarcely assume their real function as defenders of the law and of the interests of society

- Doubt in society about the capacity of deputies to intervene in the political, social and economic life of the country

- Lack of professional and work prospects to motivate the staff of the general secretariat of the Assembly of the Republic

- Poor effectiveness of the internal work of the Assembly of the Republic, allowing diversions from the need for continuous intervention in society in the interests of the country

- Few activities for training of deputies at the beginning of each legislature

- The lack of a coherent training policy for auxiliary staff

- The media transmitting to the public more of the sensationalist aspects and of the defective internal organisation of the Assembly of the Republic rather than about the positive work performed by that body.

The analysis presented above allowed the definition of specific actions and activities to be developed, with a view to strengthening the capacity and potential of the Assembly of the Republic, reducing its weaknesses and vulnerabilities and minimising its problems.

Dividing these specific activities and actions into groups also made it possible to define the strategic objectives of this plan for a set period of time, with a view to the institution fulfilling its mission.

STRATEGIC OBJECTIVES

The **strategic objectives** of an institution's plan are set as a series of great targets to be achieved during a given period of time, in order that the defined mission may be gradually accomplished.

In order that these targets/objectives may be achieved, there is need to define a series of **activities** to be undertaken and which include groups of **specific actions**. Thus the implementation of these activities and specific actions moves forward to the final objective of the Strategic Plan, which is to raise the institution to a higher level of functionality and faster development, greater than could be achieved with simple annual development plans and always following a safe path towards effectively accomplishing the mission for which it is responsible.

The activities and specific actions fell under six major topics that in the end represent the strategic objectives, which should be established as the foundation underlying this plan. These objectives may be defined as follows:

Strategic Objective 1:	**Put the Assembly in the institutional position that belongs to it within the democratic constitutional framework.**

Strategic Objective 2:	**Raise the quality of monitoring activity of the executive by the Assembly of the Republic.**

Strategic Objective 3:	**Strengthen the links of deputies to their constituencies with a view to strengthening participatory democracy.**

Strategic Objective 4:	**Promote a parliamentary culture of peace, tolerance and constructive debate to match the spirit of impartiality in the auxiliary support services.**

Strategic Objective 5:	**Strengthen capacity building in the Assembly of the Republic as an institution with a view to maximising work efficiency.**

STRATEGIC OBJECTIVE 1:

PUT THE ASSEMBLY IN THE INSTITUTIONAL POSITION THAT BELONGS TO IT WITHIN THE DEMOCRATIC CONSTITUTIONAL FRAMEWORK

The Assembly of the Republic, as the highest legislative body and the main platform for multi-party life in the country, occupies a place of prominence among institutions in defence of national interest, in the establishment of the rule of law, the development of democracy and the preservation of peace.

The Assembly of the Republic is the body where the political wills and sentiments of the country meet through the parties and it occupies the singular position of being the sole State body that possesses such characteristics. In present day conditions, because it is the forum where the positions of groups formerly involved in conflict are expressed, the Assembly has played a decisive role as the platform for opposing interests that may be dealt with in discussion and dialogue. Its role as the guarantee of peace is therefore fundamental and the position of the Assembly among the range of institutions should reflect this role and importance.

However, in its day-to-day practice, its self-assertion as an institution and its national mission still lack the mechanisms and resources that allow it really to rise to the place of distinction that it should have. This is a position that must be won. The Assembly of the Republic must exercise to the full the powers conferred on it by the constitution and other legislation, on the one hand, while on the other, its relations with the remaining State bodies, namely bodies of sovereignty, must be ruled and governed on the basis of recognition of the institutional position that each one holds within the framework of the constitution. The reason for establishing this first strategic objective is to furnish the Assembly of the Republic with the capacity to perform its functions well and establish norms for the procedures governing relations between institutions, including mechanisms and resources.

For this purpose, the following activities are foreseen:

1   Development of programmed operations with defined legislative objectives

1.1   Establishing annual plans for the legislative and substantive output of the Assembly

The Assembly of the Republic needs to have annual working plans aiming for the most fruitful and optimum use of the time available, with work being of greater quality and effectiveness. An evaluation each year of the life of the country must lead to the Assembly to set out general guidelines for activity in the following year, as regards legislative action and others to be given priority.

1.2   Review the laws on structuring and establishing standards of the State

Following on from the previous activity, it is important to identify the organisational and functional structure of the government and of the State, matters that should be reviewed in order to ensure the establishment of structures and hierarchies that are flexible and efficient and facilitate the development of democracy.

1.3   Review outdated legislation

Part of the legislation still in force in Mozambique is out of place in the climate of democracy, development and liberty that it is intended to pursue. It therefore becomes necessary to review all the legislation unsuited to the development of democracy and the consolidation of peace and to safeguarding civil rights and duties in Mozambique, especially as regards equality and the full exercise of rights and fulfilment of duties, both in relations with the State and public administration and between private individuals.

2   Raising the capacity and performance of the Assembly of the Republic

2.1   Evaluation of the length of the working time of the Assembly

It has been noted that the Assembly has problems in passing legislation in good time and adequately enough to meet the expectations of society. One factor is the lack of time allocated to parliamentary sessions (among the countries of the Community of Portuguese-speaking Countries, for example, the period of parliamentary work in Mozambique is only matched in Guiné Bissau and Sao Tome and Principe – 4 months, Angola and Portugal having 8 months and Brazil 10 months).

2.2   Improve productivity of the work of the plenary sessions and committees

This specific activity is aimed at improving the exercise of parliamentary functions, namely legislating, so that the Assembly may legislate more and better, in good time and adequately, according to the expectations of society. This begins with an evaluation of the current level of productivity and effectiveness of work, but could include, where necessary, an increase of working time, of either the plenary sessions or the committees or both. A pre-set programme of work for the committees in the intervals between parliamentary sessions would allow productivity of the plenary sessions to be raised, and for this reason, it could be a matter to implement in the next legislature. The government's programme of proposed legislation must be known in time so that the working committees may programme receiving and examining it. Joint seminars with legislators and members of the executive could be scheduled. At the same time, a qualified

mechanism for selection must be established so that the drafts presented to the committees comply with statutory requirements.

2.3 Study the possibility of partly professionalising parliamentary functions

This activity will include a study on the feasibility and usefulness of professionalising some parliamentary functions. In the first phase when the multi-party Assembly began to function, the operations of the Assembly correctly focused on the activities of the plenary on the one hand, and of the general secretariat on the other. But the Assembly of the Republic, as with any organisation, needs an active policy body capable of deciding on a permanent basis about all aspects of the institution's administrative policy, without displacing the line of hierarchical subordination from the general secretariat to the Speaker of the Assembly of the Republic. This need is already felt and has usually been staunched by the creation of *ad hoc* committees and working groups. Without prejudice to the maintenance of some of these institutions, which will always be necessary, setting up a permanent policy structure will allow speedier clearance and the creation of institutional thinking about the matters dealt with by these institutions. These are matters to be studied with a view to the next legislature.

2.4 At the start of each legislature, prepare a training programme for deputies on topics of institutions and legislative processes

At the start of each legislature, at least, it is important that all deputies become familiar with (**a**) the rules governing the work of deputies: their Statute, the Code of Ethics of Deputies, the political and social role that each one should play in the country, their rights, duties and privileges and relationship with the leadership bodies of the Assembly and with the general secretariat and its provincial extensions; (**b**) the operating rules of the Assembly: the Rules of Procedure, the Organic Law, committee operating rules, the legislative process and processes and mechanisms for monitoring the executive; (**c**) history and antecedents of the work of the Assembly, thus capitalising on previous experience; and (**d**) relations with the electorate: forms and procedures, relations with citizens, the process of channelling their requests

All this could be achieved through training workshops, conducted and organised internally, with assistance from more experienced deputies and senior staff of the general secretariat of the Assembly, with external support.

3 Legal definition of the internal organisation, functioning and relations with other institutions of sovereignty and their correct implementation

3.1 Adopting the Organic Law of the Assembly of the Republic

This action is intended to define the functions of self-administration and self-organisation of the Assembly, recognising in law its administrative and budgetary

autonomy, as well as to regulate the relations between the bodies of the Assembly and its technical and administrative apparatus. The Organic Law would also define the rules underlying the organisation of the technical and administrative apparatus, in other words the general secretariat of the Assembly of the Republic and the former provincial secretariats, for assistance to deputies, which will be subject to specific regulations.

3.2 Institutionalise and structure permanent relations between the Assembly of the Republic and the other State powers

This action seeks to allow the Assembly of the Republic to perform its function of legitimating, structuring and supervising the State in a permanent and effective way. For this purpose, the establishment of rules is considered necessary to govern the mechanisms of institutional relations, in particular with the President of the Republic and the Council of Ministers, in the performance of functions in which various bodies must act together by force of constitutional norms. Making relations between the minister in charge of relations with parliament, the Assembly bodies and the deputies more permanent, among other things, is thought to be useful. For this purpose, the possibility has also been aired of providing a permanent place of contact inside the Assembly premises. It is further considered desirable that, in relation to the former provincial secretariats, mechanisms should also exist, and possibly a permanent working office as an element of linkage with the provincial governments.

3.3 Define procedures and relations of parliament with the head of State and the executive in the sphere of external relations

This action is intended specifically to analyse existing practice in relations between parliament and the head of State in the sphere of external relations and its compliance with provisions on this in the constitution. In particular, this analysis would include clarification of what is understood by "state visit" for the purposes of authorisation by the Assembly of the Republic and the procedures for requesting and authorising them. This legal definition would naturally have to be based on a law on State protocol. The legal intricacies of the concept of international treaty must likewise be clarified, distinguishing it from international agreements, given that the former is subject to ratification by the Assembly of the Republic.

3.4 Review of the status of deputy

A respected Assembly implies that the deputies must likewise be respected. It is therefore necessary to ensure that deputies have a dignified status that allows them to fulfil their role as a representative political figure, recognised by public institutions and in whom the public has confidence and respects politically.

3.5 Defining parliamentary ceremonies

The identification of the formal moments in the life of the Assembly of the Republic and in the procedures that should accompany them is a necessary action inasmuch as they express the institutional individuality of the Assembly of the Republic. It will allow the treatment to have the necessary dignity and above all a formal regularity that avoids casual improvisations that could lead to unequal or incorrect treatment. The same applies to the treatment to be given to parliamentary dignitaries and other figures of State, politicians and others of recognised merit, who may come to have relations with the Assembly, in particular during official visits.

RAISE THE QUALITY OF MONITORING THE ACTIVITY OF THE EXECUTIVE BY THE ASSEMBLY OF THE REPUBLIC

One of the most important functions that the constitution entrusts to the Assembly is that of monitoring government activities. This action is carried out by the presentation of reports on government activity to the Assembly, by hearing members of the government in the working committees and the plenary sessions and through sessions where the government is asked questions.

At the same time, the government must present various reports to many bilateral and multilateral cooperation partners, in fulfilment of international obligations. This obligation for monitoring and evaluation became a condition of international cooperation and it is sometimes so intense that it hampers the government's main activity, that of implementing its programme.

A unified system of monitoring and evaluation would allow us to avoid duplication and waste. Such a unified process will likewise allow greater and better informed intervention by citizens and associations. Such action must be coordinated with the Council of Ministers. It would also be important to conduct this process in stages so that the Assembly may focus its supervisory activity on what is essential.

Given the complexity and specialisation of the subject, it would be worthwhile developing a programme of training, both for deputies on certain working committees and for the advisers to the committees and other advisers. The programme would be integrated into the training component of the Assembly work plan. This programme should be carried out in coordination with the Council of Ministers.

For this purpose, the following activities are proposed:

1. **Definition of an evaluation and monitoring system**
   1.1. **Adopting regulatory instruments**

   This activity implies the creation of a joint working group between the Assembly and the Council of Ministers, with representatives of the Assembly and the Council of Ministers supervising a technical group. The main group would take decisions on priority aspects and the form of indicators for monitoring and evaluation and would present a proposal, which at an opportune time could be converted into a document for approval by consensus.

   It is important to involve all the interested parties so that the system to be adopted meets the concerns of all. The cooperation partners will benefit likewise from the information that the system may provide for monitoring

cooperation processes in which they are involved, avoiding the duplication that currently occurs.

1.2. Developing regulations on the methodology of questions to the government

The sessions of questions to the government need to be programmed, on the one hand by topics that relate to the logic of the monitoring system to be approved, and on the other, maintaining the freedom to ask other questions that may arise and be pertinent, although not directly linked to the monitoring and evaluation system. The objective will be to ensure an organised system of questions so that the process serves the objectives of political control, which are the Assembly's, and enables the government to prepare a thorough approach, if possible sector by sector, and assure ever greater intelligibility and prior preparation of citizens to follow the work of parliament. The cooperation partners will likewise benefit from the information the system provides.

1.3. Define forms of communication and corrective procedures

The system must include mechanisms for correcting and reporting on points requiring revision and information. It should assure, in particular, a permanent link with the government for this purpose.

2. Training

2.1 Define specialised areas and include training for deputies in monitoring and evaluation techniques

A generic type of training would be given to all deputies. In addition, it will be necessary to identify the special areas of the working committees within the function of monitoring and evaluation.

2.2 Training staff specialised in monitoring and evaluation

The advisers to the committees will play an important role, because of the continuity associated to their permanent nature, since, given the changes brought about by elections, they are best placed to ensure continuity in improvements in monitoring and evaluation activity. A special programme of training in monitoring and evaluation techniques in general and in their particular fields should be designed for parliamentary advisors.

STRENGTHEN THE LINKS OF DEPUTIES TO THEIR CONSTITUENCIES WITH A VIEW TO STRENGTHENING PARTICIPATORY DEMOCRACY

On the one hand, the deputies represent the nation, and on the other, they are the link between the Assembly and the voting public.

The legitimacy of the institution is linked to relations between voters and deputies through the electoral process. But that is not all. Voters must, at any time, be able to see their deputies and interact with them as representatives of their constituencies, which is the same as saying representatives of the specific interests of each region, and taken as a whole means the interests of the nation.

1 Increasing the participation of society in the activities of the Assembly of the Republic

1.1 Maximising the capacity of deputies during parliamentary recess

The purpose of this specific action is to create increasingly better conditions so that the work of deputies with the electorate in their constituencies becomes more effective, allowing voters to be better informed about decisions and of the status of their implementation, so that they can make more informed and feasible contributions, thus enabling greater public participation in national affairs.

1.2 Improving the system of linkage of deputies to their constituency

The weak links between deputies and the constituency is generally recognised in the present day. Given the delicacy of this matter that is essential to the proper performance of the Assembly in fulfilling its mission, and taking into account the political implications of any decision, it is thought that this matter must be studied carefully, and the conclusions submitted to the appropriate bodies.

1.3 Monitoring and evaluation of the impact and effectiveness of laws

This activity is intended to enable the Assembly to create capacity to find out on a permanent basis whether laws passed are being enforced by the competent structures and whether they bring tangible benefits to citizens and to the development of the country, so as to be able to intervene when necessary, performing its function of legitimising, structuring and supervising the State and the other powers.

1.4 Creating an interactive website

Current information and communication technologies (email, internet etc.) allow rapid access to all information. The Assembly should therefore have a website on the internet through which the public has access to enough information to be able to follow its work closely. At the same time, an interactive website would allow ordinary citizens to participate in the day-to-day life of the Assembly, and bring their concerns more rapidly to the notice of the Assembly, as well as facilitating the work of the Assembly in general and of its specialised committees in particular. There should be at least one point of contact in the provinces where voters can talk to their deputy about matters of concern. The Assembly could establish partnerships with institutions possessing computer equipment for the joint use of their infrastructure.

1.5 Commissioning public opinion polls

Public opinion polls done in countries throughout the world on matters of general interest to the whole country give a snapshot of what society thinks about those topics. They do not replace direct contact with the electorate, but they make it possible to find out current opinion, feelings and changes in these. It would be useful for the Assembly to commission public opinion polls to allow it to identify major problems that should be debated in the Assembly.

1.6 Promotion of specific "parliaments" among social sets and interest groups

It could be beneficial to have invited speakers at the Assembly to make occasional interventions on debates on certain topics. Such action, besides giving detailed explanations to the deputies and sparking greater public interest, would bring Mozambique an innovative aspect in the operations of a parliament. An example of this was the children's parliament.

2. Active use of media potential to inform the electorate about the work of the Assembly

2.1 Develop or support public information programmes on the activities of parliament

Short and regular broadcasts in suitable prime time slots on national and local radio and television about the activities, news, petitions and opinions on the burning issues of the day could be a highly effective way of promoting the image of the Assembly in order to bring it closer to the electorate. This activity has already been done by some media and deserves to be supported generally, possibly through the Assembly's press section.

2.2 Create or implement own mechanisms or channels of communication

The regular publication, possibly monthly, of an information bulletin containing the annual work plans and the grounding underlying its activities, the activities

of the working committees and their results, news about the Assembly and even opinion articles should be the responsibility of the press section of the Assembly and could show itself to be an excellent means of reaching the public. At the same time, simple and concise internal bulletins could be an effective means of communication among the deputies and between them and parliamentary officials and between parliament and other institutions with which it maintains regular working and informative contacts, thus allowing for greater productivity in their work.

2.3 Restructuring the press section

The press section is a vital tool for projecting the image of the Assembly both at home and abroad. It must be equipped with capable staff, trained and supplied with enough working materials and financial resources to ensure the publication of the Assembly's information bulletin, in Portuguese and English, to organise debates on radio and television, to compile valid opinions on matters of importance and to serve as a tool for the Assembly spokesperson and spread the image of the institution.

STRATEGIC OBJECTIVE 4:

> **PROMOTE A PARLIAMENTARY CULTURE OF PEACE, TOLERANCE AND CONSTRUCTIVE DEBATE TO MATCH THE SPIRIT OF IMPARTIALITY IN THE AUXILIARY SUPPORT SERVICES**

Parliaments are composed of representatives of political parties elected in competitive elections and representing varying positions and different organisations. The Assembly is therefore an arena of political debate.

But the Assembly is more than that. As a whole and as an institution, it is composed of deputies who together represent the nation. It therefore has its own institutional identity, which does not nullify but rather is superimposed on its component parts at any given time. And so each deputy has a double responsibility: that of defending the interests of his or her party and of the voters in his or her constituency, and that of contributing towards the development of the institution. This need continues to be particularly relevant in the case of Mozambique in that the whole of society must nurture a culture of peace and tolerance.

At the same time, the parliamentary support services must act and be seen as acting in the service of the institution and cultivate a spirit of impartiality, giving equal treatment to all of the people's representatives. In doing this, they contribute to an atmosphere of good relations among the deputies, who all regard themselves as part of the same institution and identified with the same State.

Both of the aspects indicated still require much work to achieve the level of functioning of the Assembly that everyone wants.

The activities foreseen for this purpose are the following:

1. **Consolidation of institutional identification of deputies with the Assembly as a body at the service of all Mozambicans**

   1.1 Developing a common parliamentary culture among deputies

   The parliament, in this case its deputies as its human component, has a special responsibility to develop concrete actions of a political and civic nature that contribute towards an institutional vision of parliament.

   This apprenticeship, which is part of democracy itself and of constant democratisation of the functioning of parliament, is important as a way of developing constructive attitudes oriented towards the provision of a service of representation of the people, towards thorough discussion of matters brought up for debate in parliament, towards good quality of the decisions taken and recognised as contributing to the good of the country.

1.2 Creating a code of ethics of deputies

This specific action is directly linked to the preceding one. The code of ethics must lead to uniformity in the conduct of deputies that dignifies them as important political figures of influence in the country and likewise contributes to the promotion of a positive image of the Assembly as a whole.

1.3 Promoting public debates and consultations with different political forces and currents of opinion

The promotion of political debates on political, economic and social affairs of interest to national development, bringing influential members of the different political forces in the country face to face, who with mutual respect defend different views on matters of public interest, will be of interest to the electorate and bring voters closer to the deputies, while furthering the development of democratic practices.

2. Improving the participation of women representatives in all activities of the Assembly of the Republic

2.1 Promoting the qualification and specialisation of women deputies

Since women constitute a majority of the population of the country, it would be useful to review both the legislative and electoral system so that women are enabled to play a growing and more active part, in accordance with their social significance, thus ensuring gender equality at national level.

At the level of Africa, the Mozambican parliament has one of the highest percentages of women members. It is important that this representation is translated into growing influence in the debates and decisions taken in the working committees.

3. Promotion of professionalism and impartiality in the support services

3.1 Developing an attitude of service and impartiality among the staff of the general secretariat of the Assembly of the Republic

While recognising that steps have been taken in identifying the support services as a tool for all deputies, it is important to identify the values, principles and procedures that guide the practice of impartiality in the provision of administrative and technical services by parliamentary officials, and formalise them in a Statute of Parliamentary Officials. On the basis of that, concrete activity is needed to instruct parliamentary officials and monitor their performance, with sessions to analyse their practices and raise their awareness of these values, as a way of correcting practices that may be out of step.

3.2 Adjusting the system of professional performance assessment of parliamentary officials

This activity is shown to be essential to raising effectiveness and motivation to work within the general secretariat of the Assembly of the Republic. Professionalism is the best guarantee of impartiality.

STRENGTHEN CAPACITY BUILDING IN THE ASSEMBLY OF THE REPUBLIC AS AN INSTITUTION WITH A VIEW TO MAXIMISING WORK EFFICIENCY

The aim of this objective is, above all, to make the Assembly of the Republic into a body that is organised internally so that it can develop work that is highly efficient and effective, equipped with the necessary legal instruments and working resources to perform its functions, with properly qualified human resources, capacity to control its own operations and the skills to develop useful and profitable cooperation activities.

This objective, therefore, constitutes an essential substratum to the correct development of all the others and to the proper functioning of the Assembly of the Republic.

The activities proposed to achieve this objective are as follow:

1. **Revision, drafting and institutionalisation of the legal documents necessary for the functioning of the Assembly of the Republic**

   1.1 Drafting the regulations of the general secretariat of the Assembly

   The general secretariat has an organic statute. Some of the defectiveness and low productivity of the Assembly result from the fact that the lines of command and the scope of competencies are not clearly demarcated. This activity therefore seeks to ensure efficiency in the work of the general secretariat of the Assembly, and stop it from receiving excessive requests and sometimes contradictory instructions.

   An organic law will establish the functional organisation of the Assembly, the internal relations between leading bodies and their individual heads and will regulate the administration and coordination of the leading bodies of the Assembly with its support services, namely the general secretariat.

   In addition to the changes that this law will introduce to the current organisation of the general secretariat, its internal structure needs to be updated, which should be done through its internal regulations, in the terms of the Assembly's Rules of Procedure.

   1.2 Regulating the statutory position of parliamentary officials

   The specific nature of parliamentary work, in particular the functional relations and the provision of services directly to members of parliament, is not always done through the normal internal administrative hierarchy of the general secretariat of the Assembly, and places parliamentary officials in a position of

autonomy and functional responsibility the deserves consideration. In the activities common to all public administration, particularly in the field of administrative and financial functions, the Assembly may decide that the norms provided for public officials in general be followed. Coordination between the specific and the general may be done through the organic law of the Assembly.

1.3 Reviewing the systems of professional careers and salaries of the general secretariat of the Assembly

The current regulations and professional careers and salaries of the general secretariat of the Assembly date from 1988, and are out of date and inadequate to the situation of the present day. A review would be thoroughgoing as regards professional careers and salaries, and for this reason is urgent and essential, in order to promote adequate motivation for their work among support staff.

2. Internal organisational development of the Assembly of the Republic

2.1 Creating legislative, technical and general advisory capacity in the general secretariat

The Assembly of the Republic is by definition a body with competency to legislate on its own initiative and exclusively on matters of national interest. In order to be able to do this, it should have broad internal capacity established for drafting laws, so as to be able to bring laws to the plenary in their final form to be passed, based on the needs felt by the Assembly from information from petitions, hearings, opinion polls and other means of contact with society.

2.2 Strengthening capacity in the Assembly for drafting, monitoring and strategic planning

It seems essential that the process of strategic planning should in future start inside the Assembly. For this reason, it needs capacity for monitoring the implementation of its plan, and at the same time, to propose corrective measures in good time when appropriate.

It should also be able to evaluate its achievements and launch an internal process for the preparation of future strategic plans. Such activity does not necessarily imply extra staff and could be done by working groups of existing officials.

2.3 Defining methods and rules for external consultancy

When the Assembly does not have capacity to carry out given tasks or activities that are shown to be necessary, it must rely on external consultants. However, experience has demonstrated the need to define methods and strict rules covering such contracting.

2.4 Creating a register of accredited consultants

Following the previous activity, and to avoid contracting outside consultants who are not sufficiently tested, the general secretariat must organise a list of the names of individuals, associations, societies and firms, for the different areas of knowledge that may become necessary, which have the requisite seriousness and recognised technical capacity and should be considered in future tenders for contracts for outside consultancies.

2.5 Creating and managing databases

This activity represents an important aspect of the internal organisation of the Assembly, since the existence of databases would enable the different sectors of the Assembly to have access to the regular information necessary for more productive and efficient work.

3. **Increasing capacity for control over internal performance**

   3.1 Creating auditing capacity in the general secretariat

   Although the official organisational diagram of the Assembly foresees an internal auditor directly subordinate to the Speaker of the Assembly, this does not exist in reality. However, the process of consulting the deputies showed the lack of control of finance to be an internal weakness. This activity will therefore give the Assembly capacity for internal auditing.

   3.2 Contracting external auditors

   In the name of transparency, always desirable in an institution with the responsibilities of the Assembly, and regardless of its internal auditing capacity, it is appropriate that the Assembly be subject to audits conducted by independent external auditors at defined intervals.

4. **Strengthening the working resources in the Assembly of the Republic**

   4.1 Rehabilitate and suitably equip the former Provincial Secretariats

   This activity is intended to make the former Provincial Secretariats into places where the deputies can carry out their work with dignity in their constituencies, maintaining a constant link both to the provincial governments and to the Assembly. Moreover, these premises should be prepared to accommodate meetings of bodies required for the development of democracy, with a view to allowing greater local and regional participation.

   4.2 Enlarging the Assembly's working and accommodation premises

One of the problems felt strongly by the Assembly is a shortage of working space, in particular for the specialised committees, and the lack of conditions to provide accommodation for deputies who are normally resident outside the capital. A plan already exists for enlarging the premises, which if it did not resolve these problems definitively, would at least reduce them significantly. Putting this plan into practice during the course of the present strategic plan therefore appears essential.

4.3 Providing both the Assembly and the former Provincial Secretariats with computers and digital communications equipment

The computer resources currently available to the Assembly are extremely poor and unlikely to allow it to have the necessary effectiveness. Strengthening these resources significantly is essential, as is the installation of an internal network managed by competent administrators, as well as a system linking the Assembly and its general secretariat with other State bodies of sovereignty, for greater capacity and speed of action.

4.4 Strengthening resources for graphical production, audiovisual equipment, telephone network for the Assembly's internal and external communications

Constant and rapid communications between the various sectors of the Assembly, efficient resources for presentations and exhibitions and capacity for good quality and rapid graphical production and reproduction are essential resources for the effective functioning of the Assembly and for its capacity to produce forms of publicising its work. The current poverty of these resources makes it necessary to include them in this activity.

4.5 Strengthening the transport fleet of the Assembly and of the former Provincial Secretariats

This activity derives from the fact that the lack of transport and protocol staff has been a constant point raised in the processes of consultation carried out, along with the consequent difficulties in developing an efficient system of transport management.

5. **Qualification of the human resources in the general secretariat of the Assembly**

   5.1 Defining a training strategy for staff in the general secretariat of the Assembly

In order for the Assembly to reach a good level of efficiency, it must have support staff in the general secretariat that are well qualified in specific fields, such as computing, media, law, public administration, documentation, international

relations etc. Given that much remains to be done in this regard, the general secretariat must, as a matter of urgent necessity, define a coherent training strategy for its staff in order to reach the desired level of functioning.

Special importance should be given to the definition of a profile for legislative advisors and for assistants to committees. Even though in all cases an understanding of legal angles is necessary, it would be insufficient to consider legal training as enough to draft laws. The advisers mentioned above must have training in the various substantive areas of legislative activity, preferably professional experience in their field, additional training in the legal field and specifically in legal drafting. These qualities will blend harmoniously with the specialised legal qualifications of the legal advisors. Specific training must be given to the specialists in the various branches of knowledge that will endow them with a parliamentary culture by means of an academic discipline or a post-graduate diploma in parliamentary affairs.

6. **Use and orientation of inter-parliamentary cooperation for parliamentary development and capacity building**

   6.1 Planning parliamentary cooperation missions with a view to the collection and spread of teachings and international publicising of Assembly activity

Exchanging experiences with parliaments in other countries in the southern African region and others could bring enormous benefits to the organisation, functioning and international relations of the Assembly. Therefore this activity is aimed at establishing interchange with other parliaments in a formalised annual programme of visits to parliaments abroad and invitations to foreign parliamentarians to visit the Assembly of the Republic in Mozambique. However, it is of utmost importance that such visits be duly programmed with precise terms of reference, and will then result in small and functional reports that are circulated among the deputies.

Moreover, a website in English will also be created with the objective of publicising abroad the activities of the Assembly.

6.2 Organising regional seminars to discuss parliamentary affairs

Exchanges of experience have been made in annual inter-parliamentary conferences in the region where high level delegations from the Southern African Development Community discus topics related to the functioning of their parliaments and harmonise their positions on matters of regional interest. It is proposed that some of these events be held in Mozambique.

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