

Report of the Portfolio on Defence and Military Veterans (PCDMV) on its activities undertaken during the 6th Parliament (May 2019 – March 2024)

Key highlights

1. Reflection on committee programme per year and on whether the objectives of such programmes were achieved:

The PCDMV commenced the 6th Parliament with several orientation visits to military facilities and a mini-symposium on Civil-Military Relations to familiarise Members of the Committee with the military environment and the challenges facing the South African National Defence Force (SANDF). Delayed by the impact of the Covid-19 pandemic, the PCDMV held a Strategic Planning session, along with the Joint Standing Committee on Defence (JSCD), in early 2021, setting the focus areas for the remaining four years of the 6th Parliament. While remaining flexible in its approach, the PCDMV managed to address the majority of focus areas identified in the 2021 Committee Strategic Plan.

2. Committee's focus areas during the 6th Parliament:

The Committee focused mainly on its oversight function as only one Bill was introduced for consideration and subsequently withdrawn by the Minister of Defence. In terms of oversight, the PCDMV remained focus on the two Departments in the defence portfolio, namely the Department of Defence (DOD) and the Department of Military Veterans (DMV), as well as the relevant entities under its mandate, namely the Armaments Corporation of South Africa (Armscor) and the Castle Control Board (CCB). The Committee considered the Annual Performance Plans of these departments and entities and tracked in-year performance through the consideration of quarterly performance and expenditure reports. The departments' and entities' Annual Reports were considered annually and the PCDMV published detailed Budgetary Review and Recommendation Reports (BRRRs) with recommendations to both the departments and entities. Key focus areas during the 6th Parliament include:

Department of Defence: The Committee focused on the ongoing funding constraints hampering the SANDF and determined that the Departments' exceeding of the Cabinet-approved Compensation of Employees (CoE) ceiling remains a central concern. The PCDMV thus held a number of interventions in this regard, including the securing of additional funding for a Mobility Exit Mechanism (MEM). Following a joint PCDMV-JSCD Study Tour, the Committee also made a central recommendation on the need for a revised Human Resources Management Strategy in the SANDF that will address CoE concerns and the need for force rejuvenation. The Committee also focused on funding constraints and the impact on the SANDF's Prime Mission Equipment. Through the BRRR process, the Committee intervened to secure additional funds for the upgrade of SA Navy equipment and the SA Air Force's strategic airlift capability. Through the same process, the PCDMV also secured additional funds for border safeguarding technology to enhance SANDF border safeguarding efforts. Furthermore, the PCDMV focused on matters related to improved good governance in the DOD, specifically the findings of the Auditor-General of South Africa (AGSA) on irregular, fruitless and wasteful expenditure. Related to good governance, the Committee increasingly focused on consequence management in the DOD. The Committee also focused specifically on consequence management and good governance in specific DOD projects, including the refurbishment project at 1 Military Hospital, the importation of medicine from Cuba during the Covid-19 pandemic and Project Thusano.

Department of Military Veterans: The PCDMV focused extensively on the management of the DMV and the roll-out of benefits to deserving military veterans. A key focus area was the finalisation of the military veterans' database as the cornerstone to benefits management. The Committee also focused on the ongoing need for the finalisation of a new organisation structure and the related concerns around high vacancy rates in the DMV.

The Committee addressed various challenges in the Military Veterans Appeal Board and the Advisory Council by ensuring that these were re-appointed by the end of the parliamentary term. Towards the end of the parliamentary term, the Committee focused on the roll-out of the military veterans' pension benefit. Despite ongoing oversight, the DMV remained a cause for concern to the Committee as its management remains in flux, it has high senior management vacancy rates, it failed to timeously submit annual reports and it achieved poorly against set performance targets. Towards the end of the 6th Parliament, the Committee received a list of grievances from several managers in the DMV, which may require further follow-up in the 7th Parliament.

Arm Scor: The PCDMV focused extensively on Arm Scor's management of SANDF procurement and maintenance contracts, with the latter being of particular concern given the low rate of prime mission equipment availability in the SA Air Force and SA Navy. This culminated in Committee's recommendation to the AGSA in 2023 to further evaluate the value and management of these contracts. The Committee also focused on the fiscal sustainability of Arm Scor and efforts to improve revenue-generation.

The Castle Control Board: The PCDMV held annual engagements with the CCB during the presentation of its Annual Reports and Annual Performance Plans (APP). The Committee focused on the fiscal sustainability of the Castle, concerns around reduced tourist numbers and efforts to lessen the Castle's reliance on funding from the DOD.

3. Key areas for future work

Section 13 of this document identifies details of key areas for future work which includes the following:

DOD: Filling of key senior vacancies; Border safeguarding and the appropriate use of technology; Prime mission equipment upgrades and maintenance; Compensation of employees (CoE) over-expenditure and the SANDF Human Resources management strategy; SANDF Future Strategic Direction; Consequence management; Material irregularities (AGSA) and Cyber Defence.

DMV: Database management; Vacancies; Departmental capacity; Grievances by DMV employees.

Arm Scor: DOD contract management.

CCB: Revenue generation and tourism at the Castle.

4. Key challenges and recommendations:

The Committee functioned well during the 6th Parliament with an increased number of meetings and oversight visits held, as well as substantial recommendations made to the Departments of Defence and Military Veterans, Arm Scor, the CCB, Denel and National Treasury. This trend should be continued in future and may be aided by the 7th Parliament considering the following:

Positive impact of membership overlap: There was significant overlap in membership of Members of the PCDMV and National Assembly Members serving on the JSCD. The overlap in Membership allowed for Members to build a more comprehensive understanding of the defence environment, thus improving oversight levels. It is recommended that this trend be continued in the 7th Parliament.

Filling of vacancies: Parliament should fill the vacancy of a parliamentary defence researcher for the PCDMV.

Cancellation of oversight visits: The parliamentary programme was often adjusted, and periods set aside for oversight visits cancelled, despite planning for such visits having already taken place at committee-level. Parliament should maintain periods set aside for oversight visits to maximise the impact of this oversight tool.

1. Introduction

1.1 Department/s and Entities falling within the committee’s portfolio

a) Department of Defence

The Department of Defence derives its constitutional mandate from Section 200 of the Constitution of the Republic of South Africa (1996). This section stipulates that the defence force must be structured and managed as a disciplined military force, whilst the primary object of the defence force is to defend and protect the Republic, its territorial integrity and its people in accordance with the constitution and the principles of international law regulating the use of force. The Defence Act, (No. 42 of 2002), the White Paper of Defence (1996), the 1998 and 2015 Defence Reviews, give further substance to the Department’s constitutional mandate, and other relevant legislation guide the execution of the defence strategy of the DoD.

b) Department of Military Veterans

The purpose of the Department of Military Veterans (DMV) established in terms of the Military Veterans Act (No. 18 of 2011) is to “oversee and manage the implementation of Government’s framework and programme on military veterans.” Core functions in this regard include the facilitation, management and coordination of support to military veterans; provision of support services to the Department; oversight of the national military veterans’ programme and periodic reporting in this regard.

c) Entities

Name of Entity	Role of Entity
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Name of Entity	Role of Entity
Armaments Corporation of South Africa (Armcor)	The Armscor Act (No. 51 of 2003) as amended, sets out the mandate of the Corporation. The mandate of Armcor is to meet the defence materiel requirements of the Department of Defence efficiently and economically; and to meet the defence, research, development, analysis, test and evaluation requirements of the Department effectively, efficiently and economically.
Castle Control Board (CCB)	Established through the Castle Management Act (No. 207 of 1993), the CCB is responsible for the preservation and protection of the military and cultural heritage of the Castle of Good Hope; to optimise the tourism potential of the Castle; and to promote public accessibility of the Castle.

d) Other relevant bodies

Name of Entity	Role of Entity
National Conventional Arms Control Committee (NCACC)	The NCACC is established according to the National Conventional Arms Control Act (No. 41 of 2002) as amended, to regulate the conventional arms sector in South Africa. Members of the NCACC are Cabinet Ministers and Deputy Ministers appointed by the President. The Chairpersonship and Deputy Chairpersonship positions of the NCACC are held by Cabinet Ministers who do not have line function interests in the conventional arms business. This ensures the objectivity of the NCACC. Section 3 of the NCAC Act sets out the objects and mandate of the NCACC. It must implement Government policy regarding trade in conventional arms in order to establish, apply and ensure legitimate, effective and transparent control process in and for the Republic; protect the economic and national security interests of the Republic by ensuring adequate control of trade in conventional arms in accordance with Government policy; and foster national and international confidence in the Committee's procedures for control over trade in conventional arms. Section 4 sets out the functions of the NCACC which are the regulation of development, manufacturing and transfer of conventional arms in South Africa. The Regulations to the NCAC Act dates 28 May 2004 provides details on how the regulation of the conventional arms sector is conducted.
Defence Force Service Commission	Section 6 of the Defence Amendment Act (No. 22 of 2010) sets out the responsibilities of the DFSC. It advises the Minister regarding improvements of salaries and benefits of defence force members, make policy recommendations effecting conditions of service, promote measures and set standards to ensure the effective and efficient implementation of policies on conditions of service within the Defence Force, and make the necessary recommendations to the Minister. It can also investigate and conduct research on conditions of service; review policies evaluate and monitor the implementation of such policies; consult with the Secretary for Defence, the Chief of the Defence Force, members of the Defence Force, Reserve Force Council and any other interested person or body on conditions of service and any other matter relating to the purview of

Name of Entity	Role of Entity
	its functions.
Office of the Military Ombud	The Ombud must investigate complaints lodged with it, in line with the requirements of the Military Ombud Act (No. 4 of 2012) fairly and expeditiously without fear, favour or prejudice and to ensure that these are resolved in a fair, economical and expeditious manner.
Reserve Force Council	Assist with the development and implementation of the Reserve Force voluntary service system; actively support the South African National Defence Force in the recruitment of Reserve Force volunteers; advise and assist with marketing, advertising and publicity in relation to the Reserve Force; liaise with international, continental, regional, national and local military veterans' and other organisations on Reserve Force matters; and provide guidance and advice to the Reserve Force or to any constituent structural component or member thereof on any matter falling within the ambit of the Act and the Council's object, mission, aims and mandate.

1.2 Functions of the committee

Parliamentary committees are mandated to:

- Monitor the financial and non-financial performance of government departments and their entities to ensure that national objectives are met.
- Process and pass legislation.
- Facilitate public participation in Parliament relating to issues of oversight and legislation.

1.3 Method of work of the committee

1.3.1 The Committee performed its tasks in accordance with an oversight programme, which was aligned to both the parliamentary programme, and focus areas for each term issued by the House Chairperson of Committees and Oversight. This oversight programme is guided by committee resolutions, recommendations in adopted committee reports, additional obligations referred to it by the Speaker of the National Assembly, and the oversight dashboard designed by the Committee's Content and Research Team.

1.3.2 Oversight of the DOD, DMV, Armscor and the Castle Control Board was exercised through parliamentary committee meetings to allow:

- the monitoring of performance on a quarterly basis (quarterly report hearings)
- the monitoring of performance on an annually basis (annual report briefings)
- programme specific briefings as the need arose
- status reports by the Executive Authority
- interactions with other government departments that impacted on the DOD's effectiveness
- interactions with other government entities that impacted on the DMV's effectiveness

- interactions with certain state institutions supporting constitutional democracy established in terms of Chapter 9 of the Constitution e.g. the AGSA.

1.3.3 In addition to meetings, oversight was exercised through site visits to several military units around South Africa, including in the Western Cape, Eastern Cape, Free State, Northern Cape and Gauteng provinces. Facilities of Armscor were also visited in Gauteng. The Committee also conducted a joint Study Tour with the JSCD to Germany in 2023, focusing on matters related to Force Structure and human resources management to add to the ongoing oversight focus of the Committee.

1.4 Purpose of the report

The purpose of this report is to provide an account of the Portfolio Committee on Defence’s work during the 6th Parliament and to inform the members of the new Parliament (7th Parliament) of key outstanding issues pertaining to the oversight and legislative programme of the Departments of Defence and Military Veterans and its various entities.

This report provides an overview of the activities the committee undertook during the 6th Parliament, the outcome of key activities, as well as any challenges that emerged during the period under review and issues that should be considered for follow up during the 6th Parliament. It summarises the key issues for follow-up and concludes with recommendations to strengthen operational and procedural processes to enhance the committee’s oversight and legislative roles in future.

2. Key statistics

The table below provides an overview of the number of meetings held, legislation and international agreements processed and the number of oversight trips and study tours undertaken by the committee, as well as any statutory appointments the committee made, during the 6th Parliament:

Activity	2019	2020	2021	2022	2023	2024	Total
Meetings held	14	28	22	30	25	8	127
Legislation processed	0	2	0	0	0	0	2
Oversight trips undertaken	0	1	0	2	3	0	6
Study tours undertaken	0	0	0	0	1	0	1
International agreements	0	0	0	0	1	0	1

Activity	2019	2020	2021	2022	2023	2024	Total
processed							
Statutory appointments made	0	0	0	0	0	0	0
Interventions considered	0	0	0	0	0	0	0
Petitions considered	0	0	0	0	0	0	0

3. Stakeholders:

The Committee did not fully consider any legislation in the 6th Parliament and therefore input from stakeholders were limited (See Section 5 of this report). Nonetheless, the Committee engaged with a number of external defence experts and academics on selected topics. In addition, the Committee held engagements with a number of related departments that contributes to the work of the DOD and the DMV, including the Department of Public Enterprises and Denel, the Department of Public Works and Infrastructure, the office of the Auditor-General of South Africa as well as National Treasury.

4. Briefings and/or public hearings

As noted, no public engagements were held on legislation as the only Bill that was introduced was withdrawn by the executive before further engagement was necessary. However, the following engagements with stakeholders should be highlighted for the 6th Parliament:

- 20 August 2019:*
The Committee held a Colloquium on Civil-Military Relations in South Africa which included a number of Departmental, Parliamentary and external defence experts. The Colloquium was introductory in nature and served to orientate Members of the PCDMV on the state of Civil-Military Relations in South Africa, related challenges and the role of parliamentary oversight. **It is recommended that a similar engagement for the PCDMV be held during the initial months of the 7th Parliament, together with Members of the JSCD.**
- 6 November 2020:*
The Committee held an engagement with the South African Defence Industry representative body, the Aerospace Maritime and Defence Industries Association (AMD). The engagement revolved around the status and challenges facing the South African defence industry. **The PCDMV should, in the 7th Parliament, consider further engagements with the defence industry role-players and may do so in conjunction with the JSCD. Throughout the 6th Parliament, engagements with the defence industry have increasingly shifted to the JSCD as it aligns more broadly with the constitutional mandate of the JSCD.**
- 22 May 2020 and 11 November 2020:*
Engagement with the Khoisan National Self Defence Unit (KNSDU) on their request for integration into the SANDF. The Committee considered input from several role-players on the matter, including the South African Cape Corps Military Veterans Association, the DMV and the DOD. Following thorough engagement, the Committee published a Consolidated Report on the matter on 2 December 2020 in which it concludes that “the PCDMV does not find any justification for the re-opening of the integration process to accommodate former SACC

Members, including those represented by KNSDU.” **The PCDMV therefore considers the matter closed and in no need of follow-up during the 7th Parliament.**

5. Legislation

The following pieces of legislation were referred to the committee and processed during the 6th Parliament:

Year	Name of Legislation	Tagging	Objectives	Completed/Not Completed
2018/19	Defence Amendment Bill [B18-2017]	S 75	<p>The Objective of the Bill is to align the Defence Act (No. 42 of 2002) with current Departmental organisational requirements to enhance the efficiency of the Department of Defence. While the Bill was passed in the National Assembly (NA) on 11 November 2018, subsequent changes to section 103 (1) by the National Council of Provinces (NCOP) resulted in the Bill being sent back to the NA. The amendments suggested the number of days of absence of a Member in section 59(3) must be linked to the number of days in section 103 (1), that is, exceeding 10 continuous calendar days of absence.</p> <p>The Bill, in terms of Rules 333 and Rules 351 lapsed on the last sitting day of the Sixth Session of the Fifth Parliament, and was revived by the National Assembly on 29 October 2019, following a resolution to resume the proceeding from the stage that they were referred to the relevant committees of the Assembly for consideration and report (Order Paper: National Assembly No 25–2019).</p>	26 February 2020 ATC – 10 March 2020
2018/19	Military Discipline Bill [B21-2019]	S 75	<p>The Military Discipline Bill seeks to provide for an effective administration of the military justice system and maintenance of discipline in the defence force; to establish and regulate military courts and the appointment of judicial officers and court officials; to provide for the appointment of the Judge Advocate General and Provost Marshal General of the defence force; to provide for administrative processes; to repeal the Military Discipline Supplementary Measures Act, 1999; and to provide for matters connected therewith.</p>	Bill withdrawn on 6 March 2020.

a) Challenges emerging

In terms of the Military Discipline Bill, the Committee did not engage with the content of the Bill as administrative requirements were not met by the Department of Defence for the finalisation of the Bill. The Reserve Force Council was not consulted on the Bill, as is a requirement in terms of Section 48(4) of the Defence Act (No. 42 of 2002). As such, the Minister of Defence withdrew the Bill from the National Assembly on 6 March 2020.

In terms of the Defence Amendment Bill, the Committee experienced challenges with a new amendment that was introduced by the Department during the processing of the Bill. This led to the Committee having to prolong the process and seek permission from the House to consider the newly introduced amendment.

b) Issues for follow-up

The 7th Parliament should consider following up on the reintroduction of the Bill as the maintenance of military discipline in the SANDF remains of the utmost importance to the functioning of an effective military force. In addition, the 7th Parliament should follow up on the appointment of the RFC which, at the time of adopting this Report, was not constituted. As such, all defence-related legislation to be introduced is likely to be affected in a similar manner to the Military Discipline Bill if not addressed.

5. Oversight trips undertaken

The following oversight trips were undertaken:

Date	Area Visited	Objective	Selected follow-up issues for the 7 th Parliament	Status of Report
27 Aug 2019	9 SA Infantry Battalion (Cape Town)	Orientation of new Members to the SA Army	None (focus on Member orientation)	No report published
3 Sep 2019	Air Force Base Ysterplaat (Cape Town)	Orientation of new Members to the SA Air Force	None (focus on Member orientation)	No report published
20 Sep 2019	Naval Base Simons Town (Cape Town)	Orientation of new Members to the SA Navy	None (focus on Member orientation)	No report published
22 Oct 2019	2 Military Hospital (Cape Town)	Orientation of new Members to the SA Military Health Services	None (focus on Member orientation)	No report published
30 Oct 2019	Youngsfield Military Base (Cape Town)	Orientation of new Members to the SANDF Logistics environment	None (focus on Member orientation)	No report published
27 to 29 November 2020.	Oversight visit to 1 Military Hospital, the SA Army Main Ordnance Sub-depot Wallmansthal(MOSDW), Air Force Base (AFB)	The primary aim of the Oversight visit was for the Defence Committees to conduct oversight visits to 1 Military Hospital, the SA Army Main Ordnance Sub-depot Wallmansthal (MOSDW) and to be briefed by AFB Waterkloof on		ATC 43-2021 25 March 2021

Date	Area Visited	Objective	Selected follow-up issues for the 7 th Parliament	Status of Report
	Waterkloof, and three landline border sites	the conditions at their military bases. It was also to familiarise Committee Members with the conditions at the three military bases, and especially circumstances under which our soldiers are deployed as part of Operation Corona, along South Africa's landline borders. The latter was necessitated due to the various challenges on our landline borders that have been reported in the media, but especially by the SANDF, during briefings to the Defence Committees.		
23-24 Sep 2022	Armcor facilities, Denel Lyttleton Campus, the Special Forces School and DMV Headquarters (Gauteng)	The aim of the Oversight visit was for the PCDMV to conduct site visits to the above-mentioned facilities to acquaint itself of the conditions and challenges experienced, as well as to facilitate inputs and insights to enhance its oversight functions.	<ul style="list-style-type: none"> • The optimal commercialisation of Armcor facilities to ensure income generation while prioritising the SANDF. • Encroachment on military facilities. • Power-supply to the Special Forces School. • Progress with Project Hoefyster. 	ATC 82-2022 1 June 2022
23-25 Nov 2022	Selected Military Bases and facilities of the Department of Military Veterans in the Bloemfontein area (Free State)	For the PCDMV to conduct site visits to the above-mentioned facilities to acquaint itself of the conditions and challenges experienced at these facilities. It was also to facilitate inputs and insights to enhance its oversight function, as part of its oversight programme for the 2022 calendar year.	<ul style="list-style-type: none"> • The state of SANDF base infrastructure, especially where prime mission equipment is stored. • The level of availability of Oryx and Rooivalk helicopters. • Fuel supply to SANDF bases. • Lack of coordination between the DMV and Provincial Housing Departments. 	ATC 27-2023, 3 March 2023
29-31 Mar 2023	Denel Aeronautics (Gauteng) and selected military bases (Eastern Cape)	For the PCDMV to conduct site visits to the above-mentioned facilities to acquaint itself of the conditions and challenges experienced at these facilities. It was also to facilitate inputs and insights to enhance its oversight function, as part of its oversight	<ul style="list-style-type: none"> • Spares availability for SA Air Force aircraft and related funding. • Aircraft availability for SA Army training. • Lack of security at military facilities. • Lack of coordination between the DMV and Provincial Housing Departments. 	ATC 73-2023 1 June 2023

Date	Area Visited	Objective	Selected follow-up issues for the 7 th Parliament	Status of Report
		programme for the 2023 calendar year.		
13 Sep 2023	Armcor Dockyard (Cape Town)	Overview of the capacity of the Armcor Dockyard, support to the SA Navy and to receive an update on progress with regards to key projects of the DOD undertaken by Armcor, including Project Hoefyster, SA Air Force support contracts and the progress related to the use of funds allocated for the Medium Airlift Capability in 2023/24.	<ul style="list-style-type: none"> Finalisation of Project Hoefyster and a decision on funding for Phase 2. The location of Denel in the DPWI as opposed to Defence. Use of commercial opportunities at the Dockyard. 	ATC 10-2024 9 February 2024
28 Oct 2023	SANDF Combat Training Centre (Northern Cape)	Conduct a site visit to the above-mentioned facility to acquaint itself with the conditions that led to the fire that occurred and resulted in the deaths of six Members of the SANDF.	<ul style="list-style-type: none"> Fire-fighting capacity within the SANDF. 	ATC 10-2024 9 February 2024

a) Challenges emerging

The following challenges emerged during the oversight visit:

Cancellation of oversight visits: The parliamentary programme was often adjusted, and periods set aside for oversight visits cancelled, despite planning for such visits having already taken place at committee-level. Parliament should maintain periods set aside for oversight visits to maximise the impact of this oversight tool.

b) Issues for follow-up

See Table above with focus areas for follow-up and further oversight.

6. Study tours undertaken

The following study tours were undertaken:

Date	Places Visited	Objective	Lessons Learned	Status of Report
25 Jun – 1 Jul	Berlin (Germany)	Dual objectives linked to	<ul style="list-style-type: none"> The need for SANDF personnel 	ATC 26 September 2023.

Date	Places Visited	Objective	Lessons Learned	Status of Report
2023 (Joint Study Tour between the PCDMV and JSCD)		ongoing work of the PCDMV and JSCD: <ul style="list-style-type: none"> • International comparison for SANDF Force Structure and Force Design. • International comparison in terms of defence industry management. 	rejuvenation through the Development of a new Human Resources management strategy or adjusting the current strategy to ensure long-term stability in the SANDF's personnel contingent. <ul style="list-style-type: none"> • Finalisation of the Cybersecurity Bill. • Finalisation and implementation of the DCAC electronic permit application system. • Need for PCDMV and JSCD to visit domestic defence industry. 	Report debated in the NA mini-plenary of 10 November 2023.

a) Challenges emerging

The following challenges emerged during the study tours:

- Lengthy application processes for approval from the two houses of Parliament.
- Cancellation of visit to other international destinations due to non-availability of counterparts in other countries.

b) Issues for follow-up

The 7th Parliament should consider following up on the following concerns that arose:

- The administration of Parliament should ensure more rapid response times to the submission of requests and applications from Committees as lengthy delays for study tour applications and programme amendments impact on bilateral arrangements between the South African embassies and the host country.
- The PCDMV of the 7th Parliament should prioritise oversight of the DOD Human Resources management strategy as it is essential to ensure stability in terms of Compensation of Employees in the Department as well as much needed force rejuvenation.

7. International Agreements

The following international agreements were processed and reported on:

Date referred	Name of International Agreement	Objective	Status of Report	Date of enforcement
19 June 2023	2023 Activity Report on the Maputo Protocol	The report, referred to the Committee for tracking, implementation and oversight, outlined essential measures for protecting women's rights in Africa. It emphasised the critical role of women in peacebuilding and decision-making processes, specifically in the context of conflict prevention and management.	Report considered on 25 October 2023 and 1 November 2023. The Committee acknowledges that oversight of these aspects was already incorporated in Joint Standing Committee on Defence's (JSCD) Midterm Strategic Review of the South African National Defence Force that was ATC'd on 31 March 2023, including a substantial recommendation to Parliament on matters of gender representation. The Committee therefore recommends to the JSCD to continue to monitor these aspects.	Ongoing

a) Challenges emerging

No challenges emerged during the processing of international agreements.

b) Issues for follow-up

The JSCD in the 7th Parliament should continue to monitor aspects related to gender equality in the defence sector, as per its constitutional mandate.

8. Statutory appointments

No statutory appointments that require parliamentary involvement were referred to the Committee. However, the Committee noted with concern a number of vacancies in the departments under its purview that require attention, including the Reserve Force Council, the Chief of the SANDF Reserve Force, a permanent Secretary for Defence, a permanent Chief Financial Officer for the DOD, a permanent Director-General for the DMV and the filling several senior vacancies in the DMV.

9. Interventions

No interventions were referred to the Committee.

10. Petitions

No petitions were referred to the Committee.

11. Obligations conferred on committee by legislation:

Section 5 (2) of the Money Bills Procedures and Related Matters Amendment Act (Act 9 of 2009) allows for each Committee to compile a Budgetary Review and Recommendation Report (BRRR) which must be tabled in the National Assembly. Section 5(3) provides for a BRRR to contain the following:

- a) an assessment of the department's service delivery performance given available resources;
- b) an assessment on the effectiveness and efficiency of departments use and forward allocation of available resource; and
- c) recommendations on the forward use of resources.

In October of each year, parliamentary portfolio committees compile a BRRR that assess performance given available resources; evaluates the effective and efficient use and forward allocation of resources; and makes recommendations on the forward use of resources. The comprehensive review and analysis of the previous financial year's performance, as well as performance to date, form part of this process. The BRRRs are also source documents for the Standing/Select Committees on Appropriations/Finance when they make recommendations to the Houses of Parliament on the Medium-Term Budget Policy Statement (MTBPS).

The PCDMV made a number of recommendations to both the DOD, DMV Armscor, CCB and National Treasury in its annual BRRRs. While the recommendations to the departments and entities requires ongoing oversight in the 7th Parliament, the recommendations regarding the allocation of resources to National Treasury is of specific importance in terms of Section 5 (2) of the Money Bills Procedures and Related Matters Amendment Act (Act 9 of 2009). The sections below highlight the various recommendations to National Treasury on the allocation of resources over the five-year period and the relevant responses.

PCDMV recommendation to National Treasury	National Treasury response
2019	
The Committee recommends that the National Treasury should not lower the Department of Defence's baseline budget allocation in nominal terms over the MTEF period. This relates to all outlying years of the MTEF and specifically to 2021/22 where the budget is set to decrease from R52.5 billion in 2020/21 to R50.9 billion in 2021/22.	The Department of Defence has an allocation of R52.4 billion in 2020/21, R50.8 billion in 2021/22 and R53 billion in 2022/23. In nominal terms, the 2020 MTEF allocations of the department are comparable to the 2019 MTEF allocations.
The Committee urges the National Treasury to provide additional funds specifically for the purpose of border safeguarding. The Committee recommends that the number of sub-units be increased incrementally over the MTEF period with the aim of having 22 sub-units deployed for landward borderline duties by the end of the MTEF period.	Border security remains a priority for government. The National Treasury has allocated an additional R225 million to the Department of Defence over the medium term to procure equipment and technology to support

<p>Additional funds should also include an allocation for the use of technology as a force multiplier for border safeguarding purposes.</p>	<p>military units deployed to safeguard our borders.</p>
<p>The Committee urges immediate engagement between the Minister of Defence, the Minister of Finance and the Commander in Chief of the South African National Defence Force, to finalise a funding plan that will arrest the current decline of the military. This recommendation is derived from the dire financial and resource situation shared with the Committee by especially the South African Army, the South African Air Force and the South African Navy during its recent oversight engagements. The finalised plan should be presented to the Committee no later than the end of the first quarter of 2020/21.</p>	<p>The National Treasury agrees that the funding challenges of the Department of Defence should be discussed. The department is arranging a meeting with the President, the Minister of Finance, the Minister of Public Service and Administration, and the Minister of Defence and Military Veterans to address the funding challenges.</p>
<p>The Committee noted comments by the Department of Defence that savings to compensation of employees can be made through a process of force rejuvenation. The Committee therefore recommends a joint approach to force rejuvenation that would see the Department of Defence develop and roll out a rejuvenation plan and the National Treasury provide funding for an exit mechanism to speed up rejuvenation. The National Treasury should, as soon as possible, release funds to facilitate an interim exit mechanism for the remainder of 2019/20. The Department of Defence should finalise rejuvenation plans for full implementation from 2020/21.</p>	<p>The National Treasury agrees that the Department of Defence should develop a rejuvenation strategy. At a ministerial meeting, it was resolved that the department would develop and submit a rejuvenation strategy to the National Treasury by May 2019. The department has not yet submitted the strategy, but is engaging with the National Treasury on a draft. The Department of Defence has yet to implement early retirement without penalties, which was introduced in the 2019 <i>Budget Review</i> as one of the measures to reduce spending on compensation of employees.</p>
<p>2020</p>	
<p>The committee welcomes the provision of additional funds for the use of technology to augment border safeguarding. However, the Minister of Finance should consider an additional ring-fenced allocation to gradually increase the number of sub-units from 15 to at least 22 sub-units for border safeguarding by the South African National Defence Force (SANDF). This increase will assist the SANDF in countering cross-border crime and adhering to its legislated function to effect national border control.</p>	<p>Border security remains a government priority. Over the 2021 MTEF period, R3.2 billion is earmarked to safeguard borders. As noted earlier, there is little scope to provide additional funding at this time and fiscal constraints require departments to identify opportunities for reprioritisation.</p>
<p>The Minister of Finance should consider an additional ring-fenced allocation to fund the midlife upgrades of the South African Navy vessels in need of such upgrades. The upgrade of the South African Navy's frigate and submarine fleet is essential to ensure that the Navy maintains its patrol capabilities and thereby fulfil its constitutional requirement to ensure the territorial integrity of South Africa.</p>	<p>As noted at the beginning of this section, there is little scope for additional funding and departments are advised to identify areas of reprioritisation, including by improving their internal efficiency.</p>

<p>The Minister of Finance and the Minister of Defence and Military Veterans are encouraged to find means to salvage the Special Defence Account. This will be essential to ensure that the Department of Defence can continue to maintain critical capabilities and provide continued indirect support to the defence industry.</p>	<p>As noted at the beginning of this section, there is little scope to provide additional funding at this time.</p>
<p>The Minister of Finance should indicate to the committee his willingness to fund, in addition to the Department of Defence's main allocation, a workable and humane exit mechanism for personnel over the medium term. This will assist the committee in its planned engagement with the department going forward.</p>	<p>The National Treasury agrees that the department requires a long-term plan to manage compensation spending pressures. In the 2019 Budget, the National Treasury provided funding to implement early retirement without penalties, as part of an effort to reduce the growth of public-service compensation. Unlike other departments, the Department of Defence chose not to participate in this initiative. As noted at the beginning of this section, there is little scope to provide additional funding at this time.</p>
<p>2021</p>	
<p>The Committee notes with concern the DOD's continuous overspending on Compensation of Employees against the ceiling set by National Treasury that again resulted in irregular expenditure in 2020/21. This concern requires short-term and long-term solutions. National Treasury should reconsider assisting the DOD with its plans to cut Compensation of Employees by providing additional funding for an Exit Mechanism and indicate to the Committee whether it is willing to start funding such a mechanism should the DOD show success in the implementation of its plans to curtail Compensation of Employees expenditure.</p>	<p>The National Treasury agrees that the department requires both a short- and long-term plan to manage compensation spending pressures. The DOD is allocated R1.8 billion over the medium-term to implement an exit mechanism that includes employee-initiated packages and early retirement without penalising pension benefits.</p>
<p>The Committee is aware of fiscal constraints and noted National Treasury's previous response to the BRRR that no funds were available for a ring-fenced allocation to fund the midlife upgrades of the SA Navy vessels. However, the Committee again recommends that National Treasury reprioritise funds to provide a ring-fenced allocation to upgrade the SA Navy's Frigate and Submarine fleet in the coming years. The non-availability of naval platforms due to maintenance requirements results in the SA Navy not achieving its targets for coastal patrols and sea hours, thus affecting its constitutional mandate to ensure the maritime territorial integrity of South Africa. Additional funding over the medium-term for the midlife upgrades are therefore essential.</p>	<p>The National Treasury notes the Committee's concern. Given the limited scope to provide additional funding, the National Treasury's recent engagements with the Department have focused on resolving its immediate compensation spending pressures. The reforms described above are expected to generate savings that can be used for other priorities such as the midlife upgrade of the SA Navy vessels.</p>
<p>2022</p>	
<p>The Committee expresses its disappointment with the DOD not correctly spending the</p>	<p>The National Treasury agrees with this</p>

<p>allocation of R225 million over the MTEF on border safeguarding technology. The Committee recommends that the DOD reprioritises R140 million from its allocation for 2023/24 for the purpose of border safeguarding technology as force multipliers. Subject to this reprioritisation being carried out and spent successfully, the Committee then recommends further ring-fenced allocations for border safeguarding technology by National Treasury for the outer-years of the 2023 MTEF.</p>	<p>recommendation. The Department of Defence is allocated additional funding of R500 million in 2024/25 and R200 million in 2025/26 to procure equipment and technology to aid the safeguarding of borders. These earmarked funds may not be used for any other purposes. Any changes to these amounts will require the National Treasury's approval.</p>
<p>As in the PCDMV's BRRR recommendations to National Treasury in 2019, 2020 and 2021, the Committee again recommends a ring-fenced allocation for the midlife upgrades of the SA Navy frigates and submarines. The Committee is suggesting a staggered approach in this regard to limit the fiscal impact, but one that would ensure the midlife upgrades of all frigates and submarines over, for example, the next 7 to 10 years, starting in 2023/24. This will allow the SA Navy to appropriately plan vessel availability, adjust its sea-hour targets accordingly and report more accurately to Parliament. It would also add significant capacity in terms of maritime security which is currently characterised by very limited naval patrols.</p>	<p>Consistent with the committee's recommendation, the Department of Defence is allocated additional funding of R500 million in 2023/24, R441 million in 2024/25 and R480 million in 2025/26 for the midlife upgrades of the South African Navy's frigates and submarines. These earmarked funds may not be used for any other purposes. Any changes to these amounts will require the National Treasury's approval.</p>
<p>The Committee is concerned about the ability of the SA Air Force to effectively provide logistical and reinforcement support to SANDF members deployed outside South Africa due to limited strategic airlift capacity. The Committee therefore recommends an urgent ring-fenced allocation to address the strategic airlift shortcomings in the SA Air Force.</p>	<p>Consistent with the committee's recommendation, the Department of Defence is allocated additional funding of R1 billion in 2023/24 to strengthen the country's airlift transport capability. This earmarked allocation may not be used for any other purposes. Any changes to the allocated amount will require the National Treasury's approval.</p>
<p>The Committee is concerned about the stagnation and lack of investment in the SANDF landward defence capability, notably the SA Army's Infantry capability. This factor has been worsened by the non-finalisation of Project Hoefyster. The Committee therefore recommends engagement between National Treasury, the DOD and Armscor to consider further funding for Phase 2 of Project Hoefyster or, should this not be feasible, the upgrading of the current Ratel fleet to extend its serviceability. National Treasury, the DOD and Armscor should jointly report back to this Committee on the envisaged plan to address the Infantry capability constraints. These plans should be included in the DOD and Armscor Annual Performance Plans for 2023/24 and National Treasury should consider a statement to this effect in the 2023/24 Estimates of National Expenditure.</p>	<p>The National Treasury notes the committee's concerns. To date, government has invested R7.4 billion in Project Hoefyster. This project was supposed to acquire 264 infantry fighting vehicles to partially replace the old Ratel fleet, but these vehicles have yet to be delivered. The National Treasury is open to engagement with the Department of Defence and Armscor on the feasibility of the project.</p>
<p>The Committee wishes to note to National Treasury that the SANDF's Mobility</p>	<p>The National Treasury notes the committee's</p>

<p>Packages being utilised for border safeguarding have been in use since 2017 and may soon reach the end of their lifespan. Given the ongoing role of the SANDF in border safeguarding, the Committee highlights the need for the DOD and National Treasury to jointly plan for upcoming expenses in this regard towards the end of the 2023 MTEF and beyond. The Committee also wishes to reiterate that the current Mobility Packages were considered an interim solution and any future joint planning by the DOD and Treasury should consider a more permanent long-term solution that can effectively aid in ensuring improved border safeguarding.</p>	<p>recommendation. Over the 2023 MTEF period, the National Treasury has allocated R700 million to procure helicopters, vehicles and technology for border safeguarding. The Department of Defence is responsible for the procurement of vehicles or mobility packages that will improve border safeguarding over the long term.</p>
<p>2023 [Requires follow-up in the 7th Parliament]</p>	
<p>The Committee wishes to impress on National Treasury the need to continue funding its prior commitments to this Committee over the MTEF as it relates to the funding of border safeguarding technology and border patrol vehicles, the midlife upgrades of the SA Navy frigates and submarines and the upgrading of the SA Air Force airlift capability. The Committee further stresses the importance to keep funding these upgrades beyond the MTEF in order not to undo the progress made through current allocations and to ensure operational stability in terms of prime-mission equipment.</p>	
<p>The Committee notes a number of adverse findings by the AGSA related to the DOD's procurement systems and its logistics management systems and that these are underscored by outdated ICT systems and infrastructure. The Committee therefore recommends that National Treasury provides the DOD with an additional ring-fenced allocation for the upgrading of ICT systems in the procurement and logistics management environments. The Committee believes this will contribute to less adverse findings and better internal management in the DOD in the long term. The Committee will track such improvements over the next MTSF.</p>	
<p>The Committee recommends an urgent engagement between the SANDF and National Treasury in relation to funding for environmentally controlled warehouses in the SANDF. These warehouses house a significant percentage of the SANDF's strategic equipment reserves. The failure to store them in the correct environments will not only impact on the SANDF's operational capability, but could also have major long-term financial implications. The Committee recommends that National Treasury ascertain which of these warehouses are of most strategic value and that these be funded through a ring-fenced allocation.</p>	
<p>The Committee remains concerned about the limited progress in addressing CoE over-expenditure in the DOD and is therefore of the view that a long-term, permanent solution is required through the development of a sustainable rejuvenation model for the SANDF. In line with the Committee's September 2023 Study Tour Report, the Committee recommends to the DOD to develop a new Human Resources management strategy or adjust the current strategy to ensure long-term stability in the SANDF's personnel contingent by focusing specifically on force rejuvenation. It is recommended that this plan be developed <i>in consultation with National Treasury and that the plan be fully funded</i> to achieve the desired outcomes. Of specific importance to this recommendation is that the Strategy should create a permanent exit mechanism for older soldiers who will not advance in their military careers and that such an exit mechanism ensures a smooth transition to civilian life through, for example, vocational training, job placement and/or monetary assistance. The Strategy should be adapted for the unique socio-economic conditions in South Africa on the one hand and be fully aimed at creating long-term force rejuvenation and CoE stability in the DOD.</p>	
<p>Based on a recommendation of Parliament's Joint Standing Committee on Defence (JSCD) on 21 September 2023 in relation to the Military</p>	

Ombud, the PCDMV requests that the ceiling for CoE be increased marginally to accommodate the current expenditure levels of the Office of the Military Ombud.

The Committee has noted that the SANDF has been deployed in support of the South African Police Service to counter illegal mining at an estimated cost of R492 million. However, the Committee also noted that this deployment is unfunded as of November 2023 and no funds were allocated in the 2023 Adjusted Estimates. The Minister of Finance should ensure that the DOD is sufficiently funded for all additional deployment requirements and provide the Committee with information on how this deployment will be funded.

12. Summary of outstanding issues relating to the department/entities that the committee has been grappling with

The following key issues are outstanding from the committee's activities during the 7th Parliament:

Responsibility	Issue(s)
Minister of Defence and Military Veterans and Secretary for Defence	<i>Ongoing vacancies:</i> The appointment of statutory bodies and filling senior vacancies including, inter alia, the Reserve Force Council, the Chief of the SANDF Reserve Force, a permanent Secretary for Defence, a permanent Chief Financial Officer for the DOD, a permanent Director-General for the DMV and the filling several senior vacancies in the DMV.
AGSA	<i>PCDMV Recommendation to the AGSA in the 2023 BRRR:</i> The Committee remains concerned about the effectiveness of the entire prime-mission equipment repair and maintenance value-chain, whether value for money is derived, and whether current contracting systems allow for optimal efficiency in a military environment where multi-year maintenance and repair contracts are required. The Committee recommends that the AGSA's office should provide insights and should consider conducting a performance audit in relation to the repair and maintenance selected contracts of the SA Air Force as well as Project Hoefyster managed by Armscor and executed by the SANDF. The selection of SA Air Force contracts should reflect both maintenance contracts with Denel as well as external service providers. The AGSA is advised to make use of auditors with the necessary understanding of this complex military environment. The AGSA should report back to the PCDMV in 2024 on its findings and specifically on (1) whether value for money is derived, (2) findings on the mismatch between contract management achievement and actual primemission equipment availability, (3) whether current contracting systems allow for optimal efficiency in a military environment where multi-year maintenance and repair contracts are required and (4) proposed recommendations to improve efficiencies that will ensure prime mission equipment readiness. The AGSA should indicate to the Committee in writing by 22 November 2023 what the process will be and when it can expect feedback from the AGSA's office.
AGSA	<i>Material irregularities:</i> The Committee held several engagement with the AGSA on material irregularities noted across the Departments. These irregularities require follow-up and constant monitoring in the 7 th Parliament, with specific focus on the Departments' Audit Action Plans.
DOD	<i>Border safeguarding technology:</i> In the 6 th Parliament, the PCDMV managed to obtain the allocation of additional funds for border safeguarding technology for the SANDF. While at first this was not used for its intended purpose, further funds were allocated for this purpose and related expenditure will have to be tracked in the 7 th Parliament.

Responsibility	Issue(s)
DOD	<i>Prime mission equipment upgrades:</i> As per the BRRR recommendations in the previous section, the PCDMV managed to secure the allocation of additional funds for the upgrading of the SA Air Force airlift capability and the midlife upgrades of the SA Navy Frigates and submarines. The 7 th Parliament may need to track expenditure on these upgrades and ensure that further funds are allocated over the next MTEF to ensure that all vessels receive midlife upgrades.
DOD	<i>Over-expenditure on Compensation of employees (CoE) and the SANDF Human Resources management strategy:</i> The DOD continues to over-spend on CoE against the Cabinet-approved CoE ceiling implemented by National Treasury. This then constitutes irregular expenditure on the part of the Department, which has not been condoned by National Treasury. The PCDMV of the 6 th Parliament addressed this concern through the securing of funds for the implementation of a Mobility Exit Mechanism (MEM) to reduce the headcount in the SANDF. However, this strategy will likely only ensure results in 2025/26 and therefore requires oversight during the 7 th Parliament. Furthermore, as per the recommendation in the Study Tour Report, the DOD should develop a new Human Resources Management Strategy that will ensure permanent rejuvenation that will ensure a younger SANDF and bring permanent stability to CoE over-expenditure.
Armscor	<i>DOD contract management:</i> The PCDMV raised concern over the contract management for SANDF prime mission equipment, specifically in terms of spares procurement for the SA Air Force and maintenance contracts for SA Air Force aircraft. Furthermore, finality on the way forward for Phase 2 of Project Hoefyster is required. Both these aspects require follow-up in the 7 th Parliament.
Minister of Defence, Secretary for Defence and DOD	<i>SANDF Future Strategic Direction:</i> The Minister of Defence indicated that the DOD is in the process of developing a new Future Strategic Direction that will determine a new level of defence ambition that the country can afford and maintain. The deadline for the development of this strategy was the end of the 2023/24 financial year. The roll-out and finalisation of this process will require careful scrutiny by the 7 th Parliament, including its costing, how it relates to the 2015 Defence Review and Cabinet's approval of the Strategic Direction which is required to ensure funding thereof.
DOD	<i>Consequence management:</i> The PCDMV, specifically in the latter two years of the 6 th Parliament, increased its focus on addressing consequence management in the DOD. This included engagements with the Secretary for Defence, the SANDF Provost Marshall and the Directorate Priority Crimes Investigation (DPCI). Consequence management in terms of Irregular, Fruitless and Wasteful expenditure was of specific concern to the Committee and the 7 th Parliament should continue this line of inquiry. <i>Specific consequence management inquiries:</i> The PCDMV in the 6 th Parliament focused extensively on oversight of the Refurbishment and Maintenance Project (RAMP) at 1 Military Hospital as well as irregular expenditure around the importation of medication from Cuba during the Covid-19 pandemic. The implementation of consequence management remains with the relevant law enforcement agencies and the SANDF and the 7 th Parliament should see the matter to its conclusion.
DMV	<i>Database management:</i> The finalisation of a secure and electronically managed military veterans database remains an ongoing matter in need of oversight.
DMV	<i>Vacancies and departmental capacity:</i> Various senior vacancies remained at the DMV at the end of the 6 th

Responsibility	Issue(s)
	Parliament. Of specific concern is vacancy-levels in the internal audit capability that requires further oversight in the 7 th Parliament.
DMV	Towards the end of the 6 th Parliament, the Committee received a list of grievances and allegations from managers and other employees at the DMV. The Committee introduced the document for consideration and also requested responses from the Department. Further engagement on the grievances and allegations will be required in the 7 th Parliament to ensure thorough oversight of the matter.
CCB	<i>Revenue generation and tourism at the Castle:</i> The PCDMV noted a reduction in tourism numbers to the Castle in recent years. The Committee also raised concern around the ongoing land occupation next to the Castle. Both these matters require oversight in the 7 th Parliament with the aim of improving revenue-generation and lessen the Castle's financial dependence on the DOD.
DOD/Armscor	<i>Cyber defence:</i> The 6 th Parliament identified cyber defence as a key aspect for future oversight. Although engagements in this regard were held, the capability was still being implemented in the DOD. As such, the 7 th Parliament may wish to focus on this matter as it is essential to defence capabilities.

13. Other matters referred by the Speaker

No other matters were referred to the Committee by the Speaker during the 6th Parliament.

14. Recommendations

The Committee functioned well during the 6th Parliament with an increased number of meetings and oversight visits held, as well as substantial recommendations made to the Departments of Defence and Military Veterans, Armscor, the CCB, Denel and National Treasury. This trend should be continued in future and may be aided by the 7th Parliament considering the following:

Administrative recommendations:

- There was significant overlap in membership of Members of the PCDMV and National Assembly Members serving on the JSCD. The overlap in Membership allowed for Members to build a more comprehensive understanding of the defence environment, thus improving oversight levels. It is recommended that this trend be continued in the 7th Parliament.
- Parliament should fill the vacancy of a parliamentary defence researcher for the PCDMV.
- The parliamentary programme was often adjusted, and periods set aside for oversight visits cancelled, despite planning for such visits having already taken place at committee-level. Parliament should maintain periods set aside for oversight visits to maximise the impact of this oversight tool.

Overarching oversight focus area recommendations:

- *DOD*: Filling of key senior vacancies; Border safeguarding and the appropriate use of technology; Prime mission equipment upgrades and maintenance; Compensation of employees (CoE) over-expenditure and the SANDF Human Resources management strategy; SANDF Future Strategic Direction; Consequence management; Cyber Defence.
- *DMV*: Database management; Vacancies and departmental capacity; pension payments.
- *Armscor*: DOD contract management and prime-mission equipment readiness.
- *CCB*: Revenue generation and tourism at the Castle.

15. Master attendance list

As of 18 March 2024, the Committee composition and staff members included the following:

Committee Members (National Assembly):

African National Congress

- Hon VC Xaba (Chairperson)
- Hon TN Mmutle
- Hon A Phethle
- Hon TI Legwase
- Hon MRM Mothapo
- Hon AJ Beukes (Alternate Member)

Democratic Alliance

- Hon SJF Marais
- Hon ML Shelembe
- Hon M Bond (Alternate Member)

Economic Freedom Fighters

- Hon TWI Mafanya

Inkatha Freedom Party

- Hon Inkosi R Cebekhulu (Alternate Member)

United Democratic Movement

- Hon Gen BN Holomisa

Pan African Congress

- Hon M Nyhotso

Parliamentary Committee Staff:

- Dr WK Janse van Rensburg Content Advisor (Acting)

- Mr B Mantyi
 - Mr O Ndou
 - Mr J Majazi
 - *Position vacant*
- Committee Secretary
Committee Assistant
Communications Officer
Committee Researcher