

## Annex 6

# Evidence of Strengthened Parliamentary Oversight of Development Expenditure

### Introduction

As the document on *Legislative Principles for Development Effectiveness* points out, parliaments are responsible in a number of respects for assuring that development aid is used to its full effect and allocated in line with recipient country's own prerogatives.

This report serves to compliment the legislative principles outlined, in exposing some examples of strengthened oversight of development expenditures by parliaments. The contents are a result of research conducted by AWEPA, within the research portion of its Aid Effectiveness Programme, supported by the Austrian Development Agency (ADA), the Swedish International Development Agency (SIDA) and the Netherlands Ministry of Foreign Affairs via the Amsterdam Institute for International Development (AIID).

Some qualifications to the information provided below should be noted. The examples provided below are limited to parliaments and parliamentary bodies in Africa, with an emphasis on the SADC region. They also shed light on the work of a sample of regional parliamentary bodies of Africa and the Pan-African Parliament. The examples provided should not be considered exhaustive in either scope or number, especially considering the political environments unique to each of these parliaments, their relative starting points and varied capacities.

The document encompasses a wide spectrum of initiatives spreading from more institutionalised aspects of parliamentary business such as Standing Orders, Budgets, Acts and Bills, to more informal examples covering cooperative efforts with CSOs or singular activities undertaken by the parliament. While some variation applies, what each of the examples has in common is the ultimate aim of improved oversight of development spending through parliamentary action.

Further questions or details regarding any of these examples can be directed to Kristen Heim at [k.heim@aweap.org](mailto:k.heim@aweap.org).

<b>Box 1: The Uganda Parliament Enacts Budget Act</b>
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The Budget Act put forth in Uganda in 2001 present information to parliament “information relating to the total sum of grants extended to the state and their sources, showing their utilization and the performance of each grant, including the extent of the achievements of the objective targets of each grant.”

**Source:** AWEPA research 2011; Uganda Budget Act, 2001 [Section 13 (2)]

### **Box 2: The Ghanaian Parliament Develops New Methodology for Public Hearings on Aid in 2010**

The Research Department of the Ghanaian Parliament is rolling out a new methodology for the execution of public hearings. This has already led to deepened interaction between MPs and their citizens on their needs vis-a-vis various priority sectors as well as detailed reviews of the effectiveness and relevance of ODA funded projects at the constituency level.

**Source:** AWEPA research 2011

### **Box 3: New Standing Orders of the Parliament of Tanzania Lead to Strengthened Oversight**

The New Standing Orders (2007/08) were created in Tanzania in order to improve the oversight function of the parliament. Parliamentary committees were reorganized and strengthened as a result. In addition to the creation of a Parastatal Organisations Accounts Committee [Section 115], other committees charged with the oversight of public spending (i.e. the PAC and the Local Authority Accounts Committee) are now chaired by Members of the opposition, in line with international best practice.

Bills can now be initiated through the standing committees, and routine work within them can now be observed by the public, including the media. Finally within the New Standing Orders, the Parliament is empowered to constitute itself into a Planning Committee to discuss budget proposals and priorities for the coming financial year. [Section 61], and is given more leeway in the creation of Select Committees than previously was the case.

**Source:** AWEPA Research 2011; Killian, Bernadeta (2010) *New Parliamentary Standing Orders and their Implications to the Functioning of the Parliament*, Working Paper, Research for Education for Democracy in Tanzania, available at: [http://www.redet.udsm.ac.tz/documents\\_storage/2010-2-24-17-41-46\\_%20killian.pdf](http://www.redet.udsm.ac.tz/documents_storage/2010-2-24-17-41-46_%20killian.pdf), last consulted June 2010.

#### **Box 4: Executive-Parliamentary Cooperation in Namibia Aims at Strengthening Parliamentary Engagement on Issues of Aid**

Namibia represents a positive example of cooperation between the Executive and the Parliament on issues related to aid and its effective use. Influential champions on the subject emerged over the course of 2010, both from within the Parliament and the Executive, and dialogue was strengthened between both after an AWEPA workshop brought the parties together. The National Planning Commission supports increased parliamentary engagement in overseeing aid flows, in line with the principles of the Paris Declaration and the Accra Agenda for Action (AAA) and is working with the Parliament toward these ends.

Some issues on the discussion table include ways in which executive-parliamentary cooperation can bolster the Parliament's knowledge on the subject, how to increase the Parliament's engagement in the budget cycle, and ways in which the Parliament of Namibia can be involved in aid negotiations with donors.

**Source:** AWEPA research 2011; Presentation by the Deputy Director of the National Planning Commission, Michael Matongo, "Presentation on the Executive-Parliamentary Cooperation on Aid Effectiveness in Namibia", 4 May 2011, Maputo, Mozambique

#### **Box 5: Mozambique National Assembly Increases Cooperation with Local NGOs on Issues of Oversight in 2010**

In 2010, the Planning and Budget Committee of the National Assembly of Mozambique established a partnership towards increased dialogue with the Budget Monitoring Forum, a CSO platform devoted to budget analysis and monitoring in Maputo, Mozambique. The two institutions currently hold regular working meetings in order to facilitate dialogue on CSO perspectives and perform joint analysis of budget related documents including the State Budget Proposal that Government submits annually to Assembly. Towards these ends, the Assembly has already participated in several seminars organized by CSOs on issues related to ODA oversight, budget transparency and other Public Financial Management related issues.

**Source:** AWEPA research 2011;  
[http://stage.web.fordham.edu/academics/programs\\_at\\_fordham\\_/international\\_politi1/unicef\\_collaboration/international\\_databa/africa/mozambique\\_profile\\_76519.asp](http://stage.web.fordham.edu/academics/programs_at_fordham_/international_politi1/unicef_collaboration/international_databa/africa/mozambique_profile_76519.asp) (last accessed 29 June 2011)

**Box 6: Parliament of Mozambique cooperates with Foundation for Community Development (FDC) on Regular, Detailed Expenditure Reviews and Budget Analysis**

Since 2007, the FDC, headed by Graça Machel, has developed and issued annual briefings on expenditure reviews and budget analysis of government spending patterns related to specific development sectors. In cooperation with the FDC, the Planning and Budget Committee of the Parliament of Mozambique outlines areas of concern to CSOs and works to better understand the critical issues they would like to see addressed in Government plans and policy decisions.

**Source:** AWEPA research 2011; Latest series of Budget Briefs (2011)

**Box 7: Parliament of the Republic of South Africa Signs the Money Bills Amendment Procedure and Related Matters Act in 2009**

This Act has the potential to become a powerful tool in exercising oversight over the Executive policy priorities. It sets out procedures for parliamentary amendments to the budget using regular, fixed process. It also makes provisions for the establishment of a Budget Office to provide “independent, objective and professional advice and analysis to Parliament on matters related to the budget and other money bills.”

**Source:** AWEPA research 2011; Money Bills Act, 2009 [Section 15.1]

**Box 8: Parliament of Swaziland Makes Motion Requiring Government to Report Aid Flows to Parliament**

The motion, put forth in parliament through as a private member’s motion on 30 June 2011 requests the Ministry of Economic Planning and Development to table a report within one week on all donor money that has entered the country over the past two years. Its contents should include the amounts, sources, purposes, links to the National Development Plan and Poverty Reduction Strategy and all results linked to the aid.

**Source:** AWEPA research 2011

**Box 9: Zambia Takes Action to Coordinate Development Efforts in Country in 2009**

In 2009, the Parliament of Zambia enacted the Non-Governmental Organisations Bill which provides for the “coordination and registration of non-governmental organisations; establish[es] the Non-Governmental Organisations’ Registration Board and the Zambia Congress of Non-Governmental Organisations; [the] constitute[ion] [of] the Council of Non-Governmental Organisations; enhance[s] the transparency, accountability and performance of non-governmental organisations; and provide[s] for matters connected with or incidental to the foregoing.”

**Source:** AWEPA research; The Non-Governmental Organisations Bill (2009)

**Box 10: The Pan-African Parliament (PAP) Tables Debate on Aid Effectiveness and Nominates Delegation to Participate in the HLF-4**

After the Bureau began discussions on the topic of aid reform in cooperation with AWEPA in 2009, the PAP has brought forward the debate to its Committee on Monetary and Financial Affairs, where Members began to push for strengthened parliamentary involvement in the process. In line with its mandate to encourage good governance, transparency and accountability, members have agreed that PAP can play a role in informing, advising and empowering MPs on key issues relating aid effectiveness and oversight in the African context.

Aid effectiveness champions have emerged amongst the leadership of the institution and PAP members are discussing ways in which the PAP could take action to ensure development aid matches the needs of African people. The Parliament has actively participated in several international meetings and discussions on aid effectiveness and has nominated a cross-committee delegation to participate in HLF-4.

**Source:** AWEPA research 2011

### **Box 11: CEMAC-Parliament Oversees Budget Gaps in CEMAC Institutions**

CEMAC Parliament, a new regional parliamentary body in Central Africa inaugurated in April 2010, sent several delegations in October 2010 to visit all the institutions financed under the CEMAC umbrella in order to prepare their first ordinary session.

Some of the institutions visited rely heavily on external funds to implement development programmes. The budget of OCEAC, charged with fighting the spread of endemic diseases, for example, is dependent on international donors for 70% of its budget. MPs conducted the oversight visit in order to assure that these institutions had adequate resources to fulfil their mission. They also wanted to assure that the funds available were used in the appropriate manner.

**Source:** AWEPA research 2011; CEMAC-Parliament Sensitization Mission Report (8 October 2010)

### **Box 12: The East African Legislative Assembly (EALA) Establishes Ad-Hoc Committee on Aid Effectiveness**

Unique to the regional context, the East African Legislative Assembly actively oversees the work of other EAC institutions. This is a result of a combination of powers vested in the institution as well as a strong drive from within the Assembly to actively make use of these powers. According to the EAC Treaty [article 49], the East African Legislative Assembly (EALA) is the legislative organ of the community, mandated to debate and approve its budget [EAC Treaty, article 49]. No expenditure of any resources of the Community shall be made without approval of the Assembly. [EAC Treaty, article 132] And finally, each year the Assembly shall consider the problems involved in the implementation of the current budget. [Rules of Procedure, Rule 72 (4)]

In 2010 an Ad-Hoc Committee on Aid Effectiveness was established from within the Assembly in order to oversee aid flows and become more involved in setting development of aid to the EAC. In May 2011, its Members tabled a resolution entitled "Resolution of the Assembly Urging EAC Partner States to Adopt a Paradigm Shift from Aid Effectiveness to Development Effectiveness."

The Resolution includes a call to strengthen the oversight capacities of national and regional parliaments, and the need to devise a regional position on the aid reform process jointly with the Secretariat and the EAC partner states. Above all, the Resolution urges the EAC to fully embrace the shift from aid to development effectiveness in line with the position taken by the African Platform for Development Effectiveness.

**Source:** AWEPA research 2011; EAC Treaty (1999); EALA Rules of Procedure (2001)

**Box 13: The SADC Region Adopts Parliamentary Plan of Action on Aid Effectiveness**

A Regional Parliamentary Plan of Action on Aid Effectiveness was adopted in the SADC Region in 2010. Included in its framework are recommendations for parliamentarians from Africa and Europe, national parliaments, SADC-Parliamentary Forum, the SADCOPAC and donors. In general, it reiterates the need for increased parliamentary engagement on issue of aid, the need for information on aid to be made available to parliaments as a prerequisite for oversight, and the need for intensified cooperation amongst all parties involved in the aid delivery process. As a result, the SADC-Parliamentary Forum, a key partner in the drafting of the plan of action, made a first mention of aid effectiveness within its own committees in 2010.

**Source:** AWEPA research 2011; SADC Regional Parliamentary Plan of Action on Aid Effectiveness, Arusha, 2010