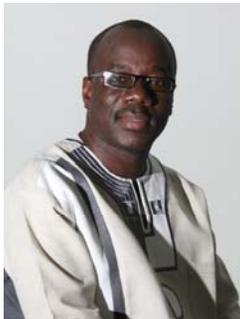


Corruption and National Budgets: Any Role for MPs?



*Dr. Rasheed
Draman, Director,
Africa Programs,
Parliamentary
Centre*

At the Parliamentary Centre, the issue of corruption has been at the centre of our interventions in the area of transparency and accountability. This is driven mainly by the belief that there is a clear, strong correlation between corruption and poverty. There is abundant evidence to the fact that corruption negatively impacts on resource allocation, budget implementation and ultimately the poor and vulnerable in society.

Corruption generally occurs when organizations or individuals profit improperly through their position. Quiet corruption which is described as the failure of public servants to deliver goods and services paid for by governments tend to undermine confidence in the expectation of service delivery system and in good governance generally. It is widespread in states where the legal system, mass media and the public administration are weak and undeveloped.

At the Parliamentary Centre, we believe that Parliaments have a very strong and important role in the fight against corruptions. Their work is about oversight, even if they have other functions. They have a primary responsibility to ensure that state resources are protected and used for purposes that benefit the citizens they represent. One area through which they can play this important national role is the national budget – a subject that has been the focus of the Parliamentary Centre’s work in the last couple of years.

In recent years, we have designed programs, engaged parliaments, particularly across Africa by providing them with tools and skills needed to ensure that budgets are implemented effectively in order to avoid situations where corruption siphons resources meant for the poor and vulnerable in society.

Our ultimate goal is to ensure that allocations made within the national budget have been implemented in compliance with Parliaments’ and by extension, citizens’ wishes.

It is our sincere hope that MPs will continue to take the issue of corruption seriously and with that, ensure that resources are available to take care of the needs of the poor in African societies.



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The African Parliamentary Poverty Reduction Network brings together parliamentary committees involved in the design, implementation and oversight of poverty reduction policies. The Network promotes greater cross-Africa dialogue among committees and creates opportunities for improving effective implementation of Poverty Reduction Programs, particularly through local monitoring with community-based civil society groups.

Inside this issue

Key Notes on the APRN Executive Committee Meeting

-2-

Reflections On The Issues

-3-

Parliament-Civil Society Organizations in Combating Quiet Corruption in Service Delivery

-4-

Gender Perspective of Quiet Corruption : The Role of Parliament in Overseeing Budget Implementation

-6-

Parliamentarians Interact with Hairdressers & Motor-Mechanics During Training in Accra

-9-

The Parliamentary Centre—Africa Program

-11-

Current Oversight for Applying the Finance Law

-14-



**Parliamentary Centre
le Centre parlementaire**

Key Notes on the APRN Executive Committee Meeting in Kampala, Uganda, April 19, 2009

By Issifu Lampo, Budget and Governance Advisor - Parliamentary Centre

Introduction



The African Parliamentary Poverty Reduction Network (APRN) Executive Committee meeting took place in the Ugandan capital, Kampala on April 19, 2010. Members present included: Hon. William

Okecho (Chair), Hon. Hachipuka (member), Hon. Cisse Gaye Ndeye (member), Hon. Kofi Humado (member), Hon. Agnes Nandali Penumlungu (member) and Hon. Koala Kabore Aline (member). Hon. John Mbadi was not able to attend the meeting due to other commitments. Members from the Parliamentary Centre (PC) included Dr. Rasheed Draman, Mr. Issifu Lampo and Ms Agnes Titriku.

The meeting was organized to, among other things, review the last APRN conference held in Senegal in 2009, give an update on recent activities under the APRN initiative, and more crucially, discuss pathways of ensuring the sustainability of the APRN project.

Key Issues Discussed

Top on the list of issues discussed at the meeting was concern expressed by members of the Executive Committee about what they described as poor communication between themselves and their respective parliaments on the one hand, and the Parliamentary Centre on the other. The need for open channels of communication between partner parliaments and the Parliamentary Centre was emphasized. Members urged the Parliamentary Centre to redouble its efforts to maintain regular communication with its critical stakeholders including members of the Executive Committee of the APRN. It was agreed that members of the Executive Committee would be consulted whenever the Parliamentary Centre is inviting participants from their respective countries for APRN activities.

Similarly, members of the Executive Committee were reminded of the commitment and sacrifice they needed to make to the APRN project in order to ensure enhanced collaboration between the Parliamentary Centre and themselves. It was therefore refreshing to note the commitments made by members on behalf of their respective parliaments on hosting the upcoming Anglophone and

Francophone in-country *Budget Oversight training workshops* in their respective countries. Honourable Hachipuka, on behalf of the parliament of Zambia, has given an undertaking to host the upcoming Anglophone budget oversight training (scheduled between October-December, 2010) in Lusaka, Zambia. Similarly, both Hon. Cisse Gaye Ndeye and Hon. Aline Kabore have expressed their willingness on behalf of their respective parliaments, Senegal and Burkina Faso, to host the Francophone in-country budget oversight training around August-September, 2010

Assuming the responsibility to host APRN sponsored activities by partner parliaments where in-kind contribution is made by the host country/parliament towards the successful implementation of the activity is one of the tangible ways in ensuring sustainability of the network. Equally important is the need to build links between the various networks and the Parliamentary Centre to facilitate regular channels of communication. It is also vitally important for the Parliamentary Centre to be more proactive in making its presence felt in partner parliaments. This will afford it the opportunity to engage the leadership of the respective parliaments to shape the future of the APRN initiative as well as provide the platform to project the profile and achievements of the APRN.

The formation of networks in partner parliaments is of paramount importance to sustainability efforts undertaken by network members. It is this context that the efforts made by Hon Koala Aline Kabore in forming a network should be applauded. Under her dynamic leadership, a *Poverty Reduction Network of Parliamentarians* has been formed in Burkina Faso with a robust and active membership. It is hoped this laudable example will serve as a catalyst for the formation of similar networks in other partner parliaments.

Update on recent Activities

The overarching responsibility of the members of the APRN executive committee is to provide strategic direction to the APRN initiative. To perform this duty effectively and efficiently, periodic updates on the activities of the APRN project is not only necessary, it is crucially important to keep Executive Committee members informed. During the period between 2008 and 2009, all planned activities, with the exception of in-country Budget Oversight training in the republic of Mali, were successfully carried out. Foremost among these activities is the conclusion of the **2009 Annual Report, End of Phase One APRN Project Report, Budget Oversight training workshop for five Anglophone countries (Kenya, Nigeria, Rwanda, Tanzania and Uganda), and in-country Budget Oversight training held in Tanzania.** The Budget Oversight training workshop held in Tanzania in 2008 was the first in-country training organized under the APRN initiative. This was critically important in the sense that the Tanzanian Parliament bore part of the



cost in organizing the workshop by providing the venue for the workshop as well as sponsoring lunch and coffee/tea breaks throughout the duration of the four-day workshop. This is unquestionably an eloquent testimony of the National Assembly of Tanzania’s steadfast commitment to strengthening the capacity of parliamentarians to effectively execute their budget oversight functions.

Critical to the training on budget oversight for parliamentarians is the need for constant review of the training materials as well as the training modules. Following a review of the training modules by Parliamentarians and parliamentary staff, a decision was taken to introduce a new module on *Domestic Revenue Mobilization*. This decision was taken against the backdrop of increasing recognition of the urgent need to mobilize domestic resources to address the crippling budget deficits experienced by African Governments across the continent.

Mid-term evaluation of the APRN project was conducted in 2008. A broad spectrum of MPs and staff associated with the project were interviewed with a view to determining the impact the project has made in terms of significant changes made in the context parliamentary strengthening. Some MPs were contacted via phone whilst others had direct physical interaction with Parliamentary Centre team in face to face interviews. For instance, the Parliamentary Centre evaluation team visited Burkina Faso and Benin to conduct face to face interviews with project beneficiaries. Findings of the mid-term evaluation have been disseminated to all stakeholders. Documentation and updating of training materials is an ongoing process. During the period under review, a **Handbook on Poverty titled “Parliaments, Poverty Reduction and the Budget Process in Africa”** has been published but yet to be distributed.

Funding of the APRN Initiative

Funding for the remaining two years of the APRN initiative was discussed. Even though the Austrian Development Agency (ADA) has expressed its commitment to fund the project for the remaining two years, they have not yet transferred funds to Parliamentary Centre. The delay in the transfer of funds, no doubt will adversely affect the implementation of the APRN activities, especially the 2010 work plan.

CONCLUSION

In a nut-shell, the APRN Executive committee meeting provided the opportunity for Parliamentary Centre to update Executive Committee members on progress made towards the implementation of the APRN activities as per the work-plan. Also, there was the recognition of improving the channels of communication between the Parliamentary

Centre and Partner Parliaments. And most importantly, pathways critical to the sustainability of the APRN initiative have been mapped out.



Reflection on the Issues: Quiet Corruption in Africa; Parliament's Role in Meeting the Challenge of Monitoring Budget Implementation while Reducing Poverty during the Budget Process

By Ms. Khadidiatou GAYE, National Assembly of Senegal



Corruption is defined as an abuse of a delegated power for personal gain. To avoid corruption, public officials must refrain from accepting a promise or a sum of money to perform a deed in their position of authority. It is an illegal practice that can result in

a fine. Silent corruption is less perceptible and is seen in areas such as education, health, agriculture and particularly the private sectors where progress and success are essential for eradicating poverty.

It is defined as the failure to render paid government services, thereby causing dysfunction. Here are some examples:

- Teacher absenteeism, which can jeopardize students' future prospects
- The lack of hospital drugs resulting from misappropriation

The consequences are not only immense but far-reaching in that economic development can be severely hindered and investments toward achieving the Millennium Development Goals (MDGs) can be significantly compromised.

It is therefore time for African countries to find a system for reducing, if not completely eradicating, this type of latent corruption by cracking down on the perpetrators of such practices through legislation and a review of the salaries of certain officers, which would release the State from liability.

In addition, parliament has a dual challenge before it:



I.- First, it must monitor budget implementation:

The following recommendations address the influence over budget implementation:

- Familiarize parliamentarians with budget terminology.
- Increase parliament's role in steering the budget by building capacity.

II.- The next step is to play a leading role in poverty reduction during the budget process through various means:

- Participate in budget adjudication.
- Make budget amendments while refraining from exceeding the official amounts planned and tabled by the Government. The amendments may be recommendations to decrease a departmental budget that has no significant bearing on the fight against poverty while increasing ones that involve projects for the poor.
- Review projects with appropriate technical assistance.
- Propose some time between the budget's tabling and review so that any areas affecting poverty can be thoroughly examined.
- Focus on the Medium-Term Expenditure Framework (MTEF) since it is an effective tool for the poverty reduction strategy.

Once these challenges are met, parliament can play the role that the people expect of it and alleviate their hardships for a better future.



Parliament-Civil Society Collaboration in Combating Quiet Corruption in Service Delivery

By Adams Fusheini, Senior Governance Advisor

Introduction



The link between governance and development is perhaps one of the topical areas of inquiry in development work. It is therefore not surprising that good governance is deemed a pre-requisite and a challenge for sustainable development. Also it is interesting to note that there is limited disagreement that corruption, as an element of bad

governance, is one of the main causes of poor public service delivery and therefore an obstacle to effective implementation of national budgets. Corruption in the public sector is observed when politicians and/or public servants improperly and unlawfully enrich themselves or those close to them by the misuse of the public power entrusted to them. This is often referred to as “the misuse of public power for private profit” with the consequence being poor delivery of services to citizens and an impediment to economic growth and development.

The danger of corruption has been described as cancerous. And that “it violates public confidence in the state and endangers social cohesion”. While the corrupt exchange of large amount of money is tempting to focus greater attention on, studies indicate that the cumulative effect of petty corruption can be just as damaging. And that if not eliminated, petty corruption can erode legitimacy of public institutions leading to a growing acceptance of corruption as the norm; and consequently producing quiet corruption¹

A number of government activities are most vulnerable to corruption. These include public procurement, licensing and permits, revenue collection, and appointments in government. If the rules or guidelines for one or more of these activities are compromised by public officials for private gains negative or less than expected budget outcomes maybe recorded. Therefore the cost of corruption is that decisions made by public officials for private gains disregard the effect of these decisions on the wider community (G. S. Kindra and Rick Stapenhurst, 1998).

In fighting corruption broad strategies are recommended to target several fronts. This is necessary because even with adequate public support, efforts to fight corruption maybe unsuccessful. Therefore, Parliamentary contribution to fighting corruption can be strategic by collaborating with Civil Society. In contributing to effective budget execution, legislators have employed in recent times more innovative strategies of collaborating with Civil Society in parliamentary oversight of government policies and programmes. This relationship is proving more effective in assuring accountability for citizens in the use of public resources. This also promotes the building of the broad based participation in the fight against corruption.

Through Civil Society interfaced outreach programmes, the Parliament of Ghana is rapidly becoming an effective instrument for representing the aspirations of the citizens. This has taken the form of engaging ordinary citizens in the assessment of the performance of government policies and programmes.

This has been a win-win collaboration as it registers in concrete terms Parliament representation of citizens aspirations and contributes to the legitimacy of Civil Society groups as voluntary watch dogs of the public purse. A case in point is the Government



Assurances Committee of the Parliament of Ghana which has engaged Civil Society in the execution of this mandate so as to ensure delivery on the commitments made to citizens and safeguarding public resources allocated for such purposes. The Committee has sought among other things to improve implementation of pro-poor initiatives that are funded under the consolidated fund.

The Committee has collaborated with Civil Society to assess the implementation of specific pro-poor initiatives of Government, including policies on basic education and health service fee exemption. The Parliament of Ghana in addition to employing such traditional mechanisms as questions to Ministers, motions and memoranda, has since 2005 adopted innovative approach of engaging citizens directly in the assessment of the performance of crucial Government initiatives designed to strengthen the poverty reduction and economic growth programme of Government.

The Government Assurances Committee has collaborated with Civil Society and conducted community outreach and policy implementation assessment exercises. In the context of Parliamentary Oversight, the Committee has engaged implementing agencies of specific projects and programmes at the decentralized level and beneficiary of such pro-poor initiatives. The fundamental questions that the Committee sought to answer through this exercise have been: Have government assurances been fulfilled? What are the changes needed in these policies and programmes to improve the benefits for the poorest of the poor?

The rationale of the Civil Society interfaced engagement with policy implementers at the community level is to reconcile policy expressions with actual implementation on the ground. The policy implementation assessment initiatives have also strengthened the budget implementation monitoring role of the Ghanaian Parliament. In addition, the collaboration has helped broadened citizen participation in budget implementation by bringing implementing agencies, Civil Society and the intended beneficiaries of Government together. This broadening of public interest in the implementation of policies and programmes of Government is fundamental to tackling the problem of corruption. Without such broad-based interest and commitment budget implementation will remain ineffective and the result will be quiet corruption.

Civil Society interfaced Parliamentary Oversight of Government initiatives, is therefore helping to improve governance results, including feedback on implementation of budgets. In the particular case of collaboration between Civil Society and the Government Assurances Committee of the Ghanaian Parliament, the exercise is producing relevant accountability outcomes as communities get

answers to the concerns as well as give feedback to policy implementers on their perception and experiences of the performance of specific Government pro-poor initiatives. It equally provides opportunity for evidence based parliamentary interventions and questioning of stakeholder Ministries on Government's commitments in the annual budget.

The participatory nature of the Parliamentary Oversight process involving citizens and duty bearers and Civil Society is empowering communities and enabling them to access services and received improved services from public officials. The Parliament-Civil Society collaboration is thus fostering accountability in public service delivery as it brings together citizens, Civil Society and Members of Parliament to engage public servants on specific policies and programmes to improve the lives of the people.

In the Parliamentary Oversight and outreach on the policy of health service fee exemption for pregnancies, child birth, and maternal and child care under the Ghana National Health Insurance Scheme (NHIS), critical concerns of poor service delivery in some rural communities of the Upper West Region were observed and appropriate recommendations made to the Regional Health Service authorities responsible for supervising the implementation of the Scheme.



MPs Visit on Health Service Fees Exemption for the Vulnerable

Also, as part of national efforts to achieve gender equity parity in basic education, the Government Assurances Committee collaborated with Civil Society to assess the implementation of school feeding initiative which is designed and targeted at poorer communities as part of measures to encourage improved school enrolment and achievement. The exercise has strengthened implementation results in the Bongo District of the Upper East



Region of Ghana, as both communities and school authorities cooperate more in addressing implementation challenges of the school feeding programme in the District.

As a direct outcome of the community outreach and policy assessment by the Committee, community members of Bongo have volunteered and contributed resources to support the services of additional teaching staff as result increased number of pupil following the implementation of the policy. And in Cape Coast the Committee through the innovative Civil Society interfaced assessment of Government’s pro-poor initiatives on basic education, school pupils who involved by the process enabled the Government Assurances Committee to effectively assess the availability and use of teaching and learning materials in primary schools as part of the free Compulsory and Universal Basic Education (CUBE) policy of Government.

The oversight interactions with school pupils revealed that even though text books were provided for some of the schools in the Cape Coast Municipal area these facilities were not being put to effective use partly as a consequence of quiet corruption.

The experience of collaborative oversight of policy implementation by the Government Assurances Committee and Civil Society in Ghana shows that widening citizen participation in the budget implementation process can be useful to tackling quiet corruption. In designing strategies to improve the contribution of Parliament to accountability in public service delivery and in particular budget implementation, collaboration with Civil Society can be useful. While Parliament is vested with the authority and powers to monitor effective implementation of the budget, active Civil Society input can assist Parliament’s efforts in tackling quiet corruption and therefore improve budget implementation by public servants.

References

¹ *Quiet corruption is described as the failure of public servants to deliver goods and services paid for by governments. Quiet corruption leads to an increasingly negative expectation of service delivery systems, causing families to ignore the system*



Gender Perspective of Quiet Corruption: The Role of Parliament in Overseeing Budget Implementation

By Cynthia Ayebo-Arthur, Budget Officer



The failure of public servants to deliver goods and services paid for by governments is pervasive and widespread across Africa and is having an unequal damaging effect on the poor and vulnerable, especially women and

children. This has long-term consequences for development, according to a World Bank report where it is described as ‘Quite Corruption’. Corruption of this kind leads to an increasingly negative expectation of service delivery systems, often causing families to ignore the use of such systems altogether. Quiet corruption, although sometimes small in monetary terms, is particularly harmful to the poor, who are most vulnerable and most dependent on public services and systems to satisfy their basic needs. According to Shanta Devarajan, of the World Bank “Quiet corruption does not make the headlines the way bribery scandals do, but it is just as corrosive to societies.”

This article is intended to contribute to the recent debate on the damaging effects of ‘quiet corruption’ from the gender point of view, under three main outlines. The paper will first attempt to find the link between quite corruption and gender. It will then look at some causes and explore possible pro-poor and gender sensitive anti-corruption strategies to respond to the demand for greater accountability from government. Lastly it will look at the role of Parliaments in Africa in overseeing the Executive with regards to budget implementation.

It is important to state from the beginning that this paper is not aimed at contributing to the battle of the sexes by declaring which gender is more corrupt than the other. Though a number of articles and research findings have alluded to the fact that women are less corrupt than men, others have found otherwise. Some findings specifically argue that with more women in leadership roles, countries would see a marked reduction in corruption. This stance, as one may have heard or read about has since been proven otherwise by other studies which have found insignificant correlation between gender and corruption and for that matter petty corruption. Additionally, we’ve all come across media accounts of corruption where both women and men are accused of being corrupt. A case in point was the 2009 Nigerian financial scandal where 5 bank executives including a woman, were accused and investigated for acts of corruption of various degrees including granting loans without board approval and giving loans to fictitious individuals and/or organisations. Moreover, in studies that have found women to be less likely to be involved in corruption,



researchers have also been quick to point out that due to gender roles and expectations, women and men will have different opportunities to take part in corrupt activities. It has for instance been argued that it is gender inequality in access to economic and political sources of influence that prevent women from being able to participate in many opportunities for corruption, which they otherwise might partake in as either the ‘grantors’ or the “beneficiaries” of bribes. While appointing more women to leadership positions in the public service is an important goal, it should not be seen as a panacea to a reduction in corruption in public institutions.

Quiet Corruption and Gender—The Link

Corruption of any kind has serious consequence for development and the livelihood of men and women alike. ‘Petty’ Corruption like grand corruption acts as arbitrary tax, resulting in increasing the price of public services, lowering their quality and distorting the efficient allocation of public resources and fair distribution of income. This further leads to increased income inequality and poverty with reduced long-term economic growth. The World Bank’s report found that such an erosion of government budgetary support for essential human development components has raised infant mortality and school drop-out rates.

To link the impact of quiet corruption on the poor in general and on poor women in particular, inspiration is drawn from the World Bank report again. The report featured data and research on quiet corruption in the health, education, and agriculture sectors.

One of the most damaging aspects of quiet corruption is that it can have long-term consequences. A child denied a proper education because of absentee teachers will suffer in adulthood with low cognitive skills and weak health. The absence of drugs and doctors means unwanted deaths from malaria, child delivery and other diseases. Farmers receiving diluted fertilizers may choose to stop using them altogether, leaving them in low-productivity agriculture.

The consequence of quiet or petty corruption is felt more significantly by women who for instance rely greatly on the provision of efficient government services in particular health services. Furthermore, for the African women, quiet corruption is not only physically and financially draining, it is also a psychological torture since in that part of the world women have been led to believe they are responsible for keeping the family unit together by providing emotional and psychological support at all cost.

Causes of Quiet Corruption and Anti-Corruption Measures

A number of factors including the following may account for the phenomenon of quiet corruption :

- Weak public institutions and inadequate framework for government accountability
- Lack of transparency, inadequate oversight, weak enforcement of financial regulations/laws
- Unprofessional, poorly motivated and poorly trained civil servants, etc.

Any attempts at designing appropriate anti-corruption policies and strategies must establish a strong accountability relationship between citizens and governments. To be effective, the concerns of the poor and all marginalised groups in society must be incorporated into policy planning and design. That way, they feel part of the process and feel that they are contributing to its implementation.

Corruption it is said thrives in a culture of silence. If people are motivated to blow the whistle on instances of corruption, given the existence of an independent and fair judicial systems offenders may be brought to justice.

There must also be strong political leadership and commitment to drive the agenda of ‘zero tolerance’ for corruption. Strong leadership that comes in the form of transparency and accountability of public funds to the citizens must establish clear lines of accountability with increased emphasis on strengthening the checks and balances between different branches of government. That would mean the

The following instances of quiet corruption and its impact on the poor were cited:

- A 2004 report found that 20 percent of teachers in rural western Kenyan primary schools could not be found during school hours while in Uganda two surveys found teacher absentee rates of 27 percent in 2002 and 20 percent in 2007.
- Poor controls at the producer and wholesaler levels resulted in 43 percent of the analyzed fertilizers sold in West Africa in the 1990s lacking the expected nutrients meaning that they were basically ineffective.
- More than 50 percent of drugs sold in drugstores in Nigeria in the 1990s were counterfeit according to some studies.
- In a direct observation survey of Ugandan health care providers there was a 37 percent absenteeism rate in 2002 and 33 percent in 2003.

strengthening of the oversight function of Parliament over the Executive, ensuring the independence of the Judiciary and building the capacity of the Judiciary to deliver justice and provide the poor with access to the judicial process.

Legislative Oversight

The Executive oversight by Parliament is preserved in most constitutions in Africa and across the world to oversee and advise governments to discharge their responsibilities in accordance with the basic laws of the land. The oversight function of Parliament unfortunately has over the years been reduced to questioning Ministers on one issue or another, and to the unlikely use of their powers of impeachment of the President. Parliaments in developing countries especially lack the capacity to review, analyse and make meaningful suggestions on financial and economic matters, therefore greatly retarding their financial oversight function. This challenge is partly responsible for the seemingly lack of interest in contributing to budget preparation and implementation. To be able to eradicate quiet corruption, Parliaments need to take their financial or budget oversight roles seriously.

The Role of Parliament in Budget Implementation

As the people's representatives, Parliaments have a daunting task of ensuring that public policy is not only administered in accordance with the legislative intent but ensuring also that the citizenry is accessing the opportunities created without hindrance. Quiet corruption obstructs the use of public services and its long-term consequences on development as we have seen above can be devastating on the livelihood of women as well as men. It is important therefore that Parliaments monitor budget implementation processes to uncover any defects and act timely to correct mismanagement.

For Parliaments to play a meaningful role in reversing corruption at all levels, they would need to understand and appreciate the challenges associated with the implementation of annual budgets. One such challenge is **inadequate funding** to fully execute budget projects/programmes the consequence of which is poor service delivery and inefficient systems. The budget as we know represents the 'intentions' of governments to raise funding both domestically and externally to deliver development projects/programmes. In the case that the expected funding does not all materialise as planned, the most pressing line expenditures (which are invariably recurrent in nature) are taken care of at the expense of other (capital investment) items.

It is however the capital investments in public systems that enhances the quality of service delivery, all things being equal. In the same light because governments do not generate enough revenue to compensate public servants appropriately, they are prone by circumstances to engage in petty corruption (eg. Conducting personal businesses during school hours when a teacher is supposed to be teaching) to compensate for the low wages.

To facilitate the delivery of better public services, Parliaments should also focus discussions on the revenue side of the budget by highlighting possible sources of revenue and collaborate with the executive to drum home the importance of citizens honouring their tax obligations to the state and not politicise revenue policy issues. More revenue can be raised by this and governments can better pay public servants and make the systems work to the benefit of the public.

Another challenge in budget implementation is in the area of **monitoring and evaluation**. An informed monitoring mechanism endowed with real-time data and introduction of quarterly reporting on the state of the economy to the national parliament will greatly help in improving budget oversight. The seemingly lack of public monitoring of projects/programmes also accounts for the poor delivery of service, hence the abuse of the system by some public officials. Parliaments, as part of their oversight function on the budget, should demand the preparation and if possible the publication of budget and project performance report regarding amounts allocated and utilised by public agencies or project and an assessment of the impact of such projects on the general public by the Executive (government agencies). The publications would be useful for stakeholders including Civil Society Organisations and the general public who would review and provide information on the realities on the ground.

Members of Parliament may also select relevant projects (as relating to the budget) and embark on periodic monitoring and fact finding missions to public agencies to assess the efficiency of service delivery and its impact on the citizens especially the vulnerable, including women whose livelihood depend so much on those services. This will go a long way in enhancing transparency and accountability, ensuring effective budget execution and curbing to a large extent corruption in its various forms.

Another important area of executive oversight by legislatures deals with post implementation expenditures. Public Accounts Committees of Parliament must take their oversight function on budget audit further not only on quantitative audit but also performance audit. The Auditor General is responsible for compiling reports on the Government accounts. These reports are often quite late in reaching



the National Assembly, up to two years, and are often not seriously considered by either Committee.

Conclusion

Quiet corruption is massive and detrimental to the poor especially women. In the health sector, corruption can be equated with murder, for many would not have died, had they not been denied access to medicines and care because of corruption. It has far-reaching consequences which require that measures be put in place to curb its persistence. Policymakers would make gains by ensuring checks and balances of power to control corruption. Parliaments being the citizens' representatives, have an important stake in putting an end to bureaucratic corruption by taking its budget oversight duties to a higher level by reviewing and analysing budget implementation and audit, and provide feed-back for improvement of systems.

The Executive shows their commitments to curbing corruption by strengthening administrative, financial and accounting systems to ensure the efficient delivery of services. The Judiciary provides fair and quick judgment and puts behind bars people found to be guilty of petty corruption. The media is an important partner in the effort to eradicate corruption.



Parliamentarians Interact with Hairdressers and Motor Mechanics During Budget Oversight Training in Accra

By Issifu Lampo, Budget and Governance Advisor - Parliamentary Centre



The “Financial Oversight Functions of Parliamentarians: Tools and Mechanisms for Optimum Government Budget Analysis” training workshop that took place in Accra, Ghana from

March 15-19, 2010 brought to together Members of Parliament, Senators and Parliamentary Staff from five partner parliaments (namely Kenya, Nigeria, Tanzania, Uganda and Rwanda). The

workshop was organized under the African Parliamentary Poverty Reduction Network (APRN) initiative and was facilitated by the Parliamentary Centre. The total number of participants was 23, out of which, 13 were legislators, and 10 were parliamentary staff. Despite strenuous efforts by Parliamentary Centre to ensure fair representation, only 5 participants of the total number were female.

The five day budget oversight training workshop covered important themes on the budget process which include: Understanding National Budgets; the Role of Parliament in the Budget Process; Parliament and the Revenue Side of the Budget; Analyzing Government Budget Statement, how pro-poor should budget be?; MDGs and National Budgets, Government Budget Statements: Gender Equity Issues; and HIV/AIDS and National Budget. The platform created an opportunity for a great deal of information exchange and sharing of ideas on these broad themes. Of great interest to participants was the interactive nature of the sessions, including group works.

Undoubtedly, the interactive sessions and group works were the distinguishing features of the workshop. This approach allowed for increased dialogue among participants, and made information exchange and knowledge acquisition an exceedingly interesting experience. The focus was on sharing country experiences, showcasing country best practices as well as highlighting gaps and perceived inadequacies with regards to the role Parliament/MPs play in the budget process.

The array of information and knowledge shared added value to existing information and knowledge possessed by the participants. A case in point is the level of participation and involvement of Parliament during the budget preparation and drafting stage of the budget process. Clearly, the level of involvement and participation of parliament varies from one country to another; even though the common characteristic among the countries represented in the workshop is the fact that Parliament plays a *peripheral* role at this stage of the budget process.

Among the participating countries, Uganda stood out as one of the few countries in Africa where Parliament makes significant input during the budget preparation stage. In Uganda as per the Budget Act, a budget framework paper must be submitted to Parliament following extensive consultation with civil society.

The Parliament then has three to four weeks to give its views on the framework. The procedure parliament follows is to refer the framework to its budget Finance Committees for consideration and then resolves on its positions in the light of the committees' reports.¹ Given that a number of countries have followed the example of Uganda to establish Budget Offices, it is hoped that the role of parliament will be become more visible and enhanced during the entire budget process in Africa.

It is worth noting that Parliamentarians can avail themselves of a number of opportunities to make input into the budget preparation

stage. As elected representatives of their people, Parliamentarians usually have strong roots in local communities. With this background, MPs can potentially be an effective means of communicating grassroots concerns that deserve to be taken into consideration in the budget making process. These views can be reflected by using parliamentary channels such as debates or questions or using informal links with ministers. The dynamics of party politics in Africa mean that backbench members of parliament of a party in government is most likely to have access to ministers and exercise influence with them than other members have and can exert.

One of the highlights of the March Budget Oversight training in Accra was the field visit undertaken by the Parliamentarians and Parliamentary Staff to the Headquarters of the Microfinance and Small Loans Scheme Centre (MASLOC) to meet with the scheme's management on the one hand, and a visit to the community to meet with beneficiaries of small loan credits. During interaction with officials of MASLOC, it came to light that the scheme was in danger of becoming insolvent because of poor loan recovery rate. For instance, loan recovery rate in Ghana is 16% whereas the recovery rate for a similar scheme in Kenya is close to 90%.

The CEO of MASLOC, Ms Bertha Ansah-Djan intimated that due process was not followed in awarding loans to beneficiaries in the past, and as a consequence most of the beneficiaries have defaulted or cannot be traced. The CEO has promised to make MASLOC a viable entity by adopting innovative approaches to include re-training of staff, putting in place mechanism to keep track of records of loan disbursements, devise a programme to educate beneficiaries of the loan scheme on basic book keeping and more importantly, resist political pressure from Politicians to act unprofessionally.



MPs Interact with Hairdressers During Budget Oversight Training in Accra — March 2010

The engagement with MASLOC officials by the Parliamentarians enabled them to understand the policy context of the microfinance credit scheme: its funding sources, and who the intended beneficiaries are. It was against this background that the Parliamentarians visited two groups of beneficiaries in a community in Accra. The first group they interacted with was ***Bubuaishie Hairdressers Association*** (25 members). The all female members, mostly young, welcomed the legislators enthusiastically; they were especially excited by the presence of Parliamentarians from the Republic of Zimbabwe who, they consider as their *in-laws* for the fact that the former first lady of Zimbabwe was a Ghanaian by birth.

While appreciative of the credit facility MASLOC provides to its members, the President of the ***Bubuaishie Hairdressers Association*** bemoaned the fact that the amount given to each beneficiary is woefully inadequate. She indicated that the equipment and tools they employ for their trade require a sizeable capital investment which the credit facility provided by MASLOC is not matching up to. They also took the opportunity to highlight some of the problems that beset them including frequent power outages and lack of running water, critical resources necessary for running their businesses.

Even though they were extremely delighted by the visit of the African Parliamentarians from five sister African countries, they wondered why there was no Ghanaian Parliamentarian among the visitors.

The meeting with members of the Hairdressers Association was very revealing to members of the Parliamentary group; they observed that most of the concerns raised by the hairdressers rung a familiar tone when they visit their own constituencies and they enjoyed the interaction tremendously.

The second group of beneficiaries to be visited by the MPs were made up of ***local artisans, bakers, small scale food sellers, and motor mechanics***. In all, they were 50 members. This group was distinctly different from the first one. Members here were made up of small clusters of different trades whose common interest is tied to accessing the microfinance credit from MASLOC.

The Parliamentarians were warmly welcomed. By this time the ***scorching*** Accra sun was taking a toll on the Parliamentarians as they were beginning to get tired and lose concentration. The outcome of the engagement was very fulfilling as it was satisfying. Members of the association were satisfied with the fact that their concerns received rapt attention from Parliamentarians and the national media. The MPs also felt fulfilled because their engagement with the community members broadened political space for dialogue and provided the platform for the voices of the poor and marginalised to be articulated.

“Financial Oversight Functions of Parliamentarians: Tools and Mechanisms for Optimum Government Budget Analysis” designed



for Parliamentarians under the rubric of the APRN initiative provides unique opportunities for Parliamentarians and Parliament staff to upgrade their knowledge on the budget process, share country experiences on the role of MPs in the budget process, as well as engage citizens at the community level to dialogue on the impact of specific pro-poor government policies.

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¹ David G. McGee. *The Budget Process. A Parliamentary Imperative.* page 20



The Parliamentary Centre — Africa Program By Elvis Otoo, Governance Advisor (Monitoring and Evaluation)

Brief Description of the Parliamentary Centre



The Parliamentary Centre is a Canadian not-for-profit, non-partisan organization devoted to improving the effectiveness of representative Legislative assemblies around the world. The Centre has served parliaments and legislatures for more than four decades. Founded in 1968 to strengthen the capacity of Canada's Parliament, the Centre is

now a global leader in parliamentary development with projects that support parliaments in Asia, Africa, Latin America, Eastern Europe and the Middle East. By far, the Centre's largest programs are in Africa where about 45 projects have been successfully implemented over the last two decades.

Established in 2004, the Parliamentary Centre's Regional Office for Africa works with about 20 Parliaments on the continent mostly in East and West Africa but also some programs in the Southern African Region.

In the space of five years, the Regional Office has become the hub around which all the activities of the Centre in Africa revolve. It serves as a training facility, a drop-in Resource Centre for MPs, a contact point for activities of the Africa Parliamentarians Poverty Reduction Network (APRN), a Secretariat for the Africa Parliamentary Network against Corruption (APNAC), which the Centre helped create in 1999, and a host centre for a number of programmes and projects.

Currently, through the Africa Programs, PC works with about 20 Parliaments on the continent; 7 of which have signed MOUs with the Centre. These are: Benin, Ghana, Kenya, Senegal, Tanzania, Uganda and Zambia.

The Centre focuses its expertise and institutional capacity building programs in the following areas: strengthening committee oversight and lawmaking; supporting regional inter-parliamentary networks; building the capacity of parliamentary secretariats; supporting legislative development at the state and provincial as well as the national levels; developing parliamentary performance planning and reporting systems.

Our Vision, Mission, Values

The **vision** of the centre is to become the Parliamentary Centre of Africa. Our **Mission** is to assist legislatures build their capacity as effective democratic institutions and to assist legislators in realizing their potential for parliamentary leadership.

The Centre believes that all citizens have the right to participate meaningfully in the decisions of government and they should be held accountable for their decisions.

What we Have Done Very Well in the Past

- Established good working relationship with African Parliaments using participatory management approach
- Increased capacity of MPs in all 3 functions of Parliament - Legislation, Representation and Oversight
- Improved capacity of Parliamentary Staff in the management and dissemination of information and service support for committees and Parliament as a whole
- Enhanced networking amongst Parliaments allowing for sharing and adoption of experiences and best practices, particularly through two key networks set up by the Centre – the Network on Poverty Reduction and the Network on Anti-Corruption
- Increased committees' capacity with greater cross party cooperation
- Enhanced Parliamentary involvement in the National Budget Process
- Increased Gender awareness amongst MPs and parliamentary Staff

Boosted Parliament–Citizens/CSO interaction



PC-Africa Staff

The last few years have seen a significant growth in the number of professionals at the Centre, in readiness for the setting up of an autonomous Parliamentary Centre of Africa.

From total professional staff strength of 9, the Centre currently employs over 18 staff with multiple skills set in institutional strengthening and organizational development, budget analysis and advocacy, research and evaluation, financial management, project management and events coordination. The additions sought to recruit experts who are accomplished in their various areas of specialization. These skills together make the Centre one of the most formidable parliamentary strengthening institutions on the continent.

Our Relationship with our Partner Parliaments

The Parliamentary Centre has partner Parliaments in over 20 African countries. The essential component of this relationship is the fact that these Parliaments also see the Centre as a credible and competent partner in the development of their various institutional capacities.

All 7 partners in the Africa Parliamentary Strengthening Programme have signed MOUs with the Centre which guides our relationships. Under the MOUs, partners make in-kind contribution to the Centre's training and capacity building programs. The Ghana Parliament for instance has provided offices and training facilities as their contribution to the Centre's training efforts for the next five years and looks up to the Centre for support/partnership in its effort to develop a Parliamentary Training Institute.

Our Relationship with Likeminded Organizations (both local and international)

The parliamentary centre collaborates with both local and international organizations engaged in parliamentary strengthening.

In the last three years, the centre has seen an increase in its work with the World Bank Institute, the Inter-Parliamentary Union and the Commonwealth Parliamentary Association. It has also collaborated with the UNDP, International IDEA and the Overseas Development Institute (ODI). In Africa, the Centre collaborates with several think-tanks in all the program countries as well as with regional bodies like the ACBF, and the ECOWAS.

In Ghana the Centre works with a network of local CSOs engaged in work around the new oil find, and with policy think-tanks like Centre for Democratic Development (CDD), Institute for Democratic Governance (IDEG), and the Institute for Economic Affairs (IEA) to execute programs aimed at strengthening the Parliament of Ghana.

Donor agencies like the German Technical Corporation (GTZ) and Department for International Development (DFID) Ghana have also collaborated with the Centre to deliver programs in Ghana.

Currently, the Centre is exploring funding possibilities from corporate Ghana and has been in discussions with a number of banks to explore funding possibilities for the Centre's ever increasing work with the Public Accounts Committee of the Ghana Parliament.

Donor Partners: Our Existing, Past & Prospective Donors

The Parliamentary Centre receives support from a variety of donors who have interest in Parliamentary Development. CIDA, the largest donor to the Centre, supports the Ghana Parliamentary Committee Support Project (Phase II) and Africa Parliamentary Strengthening Program (APSP), the program to strengthen the Capacity of the ECOWAS Parliament to Prevent and Manage Conflict. CIDA also supported the Peace-building and Strengthening Parliamentary Institutions in Sudan which ended in March 2010 and provided resources for the capacity-building support to the Parliament of Rwanda. Altogether, CIDA is providing a total of about twenty-one million Canadian dollars in project funds to the Parliamentary Centre over a five-year period ending 2014.

The Austrian Development Agency (ADA) has since 2006 provided about two million Euros towards the African Poverty Reduction Network while Revenue Watch Institute supports the Centre's program to Strengthen Parliament and Civil Society Oversight of Oil, Gas and Mining Revenues in Ghana with a four hundred thousand dollars grant. DFID provided a total of about three hundred and twenty thousand pounds towards the Public Accounts Committee Financial Scrutiny project in Ghana, which ended in March 2010.

The World Bank currently funds the Centre's Capacity-Building Support to the Parliament of Rwanda.

In addition to the aforementioned support, the Centre has on-going small funding relationship with the World Bank Institute, GTZ, UNDP and a host of other institutions.

Current Programs of the Centre

The Parliamentary Centre Africa Program has a total program portfolio of about twenty two million dollars for the next 5 years. Some of these programs will however end in the course of the year. Two projects that ended in March 2010 were funded by CIDA¹ and DFID² for a total amount of CAD \$3,200,000 and £332,412 respectively. These programs are conceptualized, developed and



implemented from Accra and aim at enhancing the capacity of different sections of African Parliaments to reduce poverty and improve governance.

Some of the key programs implemented by the Centre include the following;

- Africa Parliamentary Strengthening Program (APSP) for Budget Oversight
- African Parliamentary Poverty Reduction Network Support Initiative
- Ghana Parliamentary Committee Support Project, Phase Two
- The Financial Scrutiny Project in Ghana
- Peace-building and Strengthening Parliamentary Institutions in Sudan
- Strengthening the Capacity of the ECOWAS Parliament to Prevent and Manage Conflict
- Capacity-Building Support to the Parliament of Rwanda
- Strengthening Parliamentary and Civil Society Oversight of Oil, Gas and Mining Revenues in Ghana

2010 and Beyond

The future looks bright for the Africa Programs and the Office. The current vision is to build the foremost parliamentary training institute on the continent in partnership with interested African parliaments. This is a vision that a lot of partners are interested in.

To make this vision a reality, an institutional renewal process that would eventually see the development of a new strategy for the Africa program is currently underway. As indicated earlier, this process is partly supported by the funding provided by CIDA under the Africa Parliamentary Strengthening Program.

Parliamentary Centre in Action; Success Stories: Program Impact

Making Budget Oversight a Key Accountability Tool for African MPs

Understanding and effectively participating in the Budget Process continues to be an important issue that MPs grapple with in their day-to-day efforts to ensure efficient service delivery to the citizens they represent. It also continues to be central in their effort to ensure accountability given that it is difficult for MPs to be the “overseers” of government spending if they do not understand the budget process. Against this background, the Africa Office continues to develop training programs and tools to equip African MPs in the Budget Process. It is hoped this effort will help them get a firm

handle on financial oversight issues in order to contribute to poverty reduction efforts.

Our training on the Budget Process is dynamic and very much oriented towards addressing topical issues. We continuously respond to the needs of African Parliaments in terms of program design and focus. In the last six months for instance, recognizing the effects of the global financial meltdown on African economies, and responding to concerns from partner Parliaments, our training program was revised to include a focus on revenue mobilization/the revenue side of the budget; to complement the ongoing focus on expenditure issues. The goal of the new focus is to help take care of the gaps that are likely to emerge due to potential shortfalls in donor contributions to budget support. Another key issue this new focus will address is efficiency in revenue mobilization and how it impacts on the objectives of the economy, i.e. equity, growth and foreign direct investment.

In addition, in the past year, the PC has designed a training program on Budget Oversight specifically for Parliamentary Staff in Africa. An in-depth version of the training program for MPs, the course for Staff responds to various specific needs of committee clerks; needs that are relevant in equipping them to properly help the oversight committees they serve.

Building blocks to setting up a Parliamentary Budget Office (PBO) in Ghana

The Africa Office, as part of its work with the Ghana Parliament and as part of its efforts to help the Parliament set up an independent Parliamentary Budget Office (PBO), facilitated a number of study visits to experienced PBOs, to learn first-hand, the benefits of such an office in ensuring accountability. Members of the Finance committee visited the PBO in the Ugandan Parliament, The House of Commons in Canada and New York State Legislature. Following these visits, the Centre helped draft a PBO Bill, sponsored and facilitated Parliament-CSO consultations on the draft Bill. The Bill is currently being championed by the Finance Minister and is expected to make it to the floor of Parliament soon.

The initial success achieved by this process has led to requests from the Parliaments of Tanzania and Zambia for support in a similar drive.

Putting MPs at the forefront of Oil and Gas Governance in Ghana

Following a number of capacity enhancement programs for Ghanaian MPs on Oil & Gas governance as well as the Extractive Industries Transparency Initiative (EITI), they (Ghanaian MPs) have been self motivated to organize a forum within Parliament to follow-up on some of the findings from the EITI audit (aggregation) process,

specifically in relation to utilization of royalties collected by District Assemblies and other Government Agencies.

The compelling revelations from some of the training programs engendered a request by Parliament to the Africa Office, for a presentation on the floor of Parliament (the first in Ghana's history) for the benefit of non-participants of the training programme. Parliament has also made a written request for Technical Assistance in the Analysis of Petroleum policies and legislation to better prepare them for the consideration/debate of the Draft Petroleum Bill when it is laid before the House.

Gender mainstreaming in Partner Parliaments: Ghana case study

The Centre has mainstreamed gender in all of its programs and is pleased to have realized modest results it can attribute to in most of its partner parliaments.

A recent study of the Ghanaian Parliament showed increased awareness of gender issues and their effects on policy by members. This improved awareness and analytical capacity has positively influenced more gender sensitive legislation such as the passage of the Human Trafficking Act and the Domestic Violence Act. A gender desk has been set up in the Research Department of Parliament to provide gender responsive information to MPs.

A beneficiary of the Centre's gender training programs was made the Minister of Women and Children Affairs in the current government and under her leadership, gender budgeting/issues have begun to be mainstreamed in the work of various Ministries, Departments and Agencies (MDAs).

Currently, a number of our African partner Parliaments is expressing interest in learning the Ghana case. The Centre intends to conduct a thorough gender analysis of its partners in 2010 to inform programming under the APSP and to inform the development of its gender policy.

References

- ¹ *The Ghana Parliamentary Committee Support Project and the Sudan project*
- ² *Financial Scrutiny Project*



Current Oversight for Applying the Finance Law: Diversification Needed in Senegalese Parliamentary Oversight

By Djibril DIOUF, PhD in Public Management



Quoting Etzioni (1965), Gortner et al. (1993, p. 245) assert that oversight is the "method used to produce desired performance and verify whether the quantitative and qualitative aspects of this performance meet the organization's specific characteristics." Downs (1967) perceives oversight as an ongoing cycle of monitoring and adjusting

activities. He identifies seven steps in this process, which range from gathering information about the subordinates' performance to assessing the acceptability of this performance to identifying corrective measures.

However, Mercier (2002) defines oversight by citing Michel Barrette (1992), who was inspired by the writings of Gérard Bergeron (1965). Barrette (1992, p. 222) says, "Any oversight involves a comparison between what an administrative unit or public employee does (action, decision, etc.) and a standard dictating what must be done (role, objectives, working conditions, ways of operating, etc.). This standard must have been first adopted by a higher authority and passed on to subordinates. The oversight therefore introduces a controller who determines and imposes the standards and verifies their enforcement through a subordinate.

In defining oversight, Proulx (2008) said that they should be understood in a broad sense; the technical and accounting aspects as well as the social, psychological and cultural dimensions should all be taken into consideration. Based on these definitions, oversight seems to extend beyond performance standards to take on various aspects of the administrative reality. However, one has to wonder if the oversight exercised by Senegal's parliamentary institutions is effective.

In other words, is the parliamentary oversight, particularly the current one, sufficiently developed to help fight corruption?

To answer the question, we must look at the current oversight in place to enforce Senegal's finance law and assess the conditions for effectively ensuring the enforcement of that law.

I.- Current Oversight for Enforcing the Finance Law

Section 228 of decree n° 2003-101 of March 13, 2003 on public accounting recalls that "the nature and scope of parliamentary oversight are set out in the constitution and legislation." The constitution of January 22, 2001 sets out the relationship between



parliament and the executive authority in sections 57 to 87. Law 2001-09 of October 15, 2001 on the organic law relating to the finance laws plans the parliamentary oversight and authorization of the budget in the context of the initial finance law, the amending finance law and the settlement law. The National Assembly's by-laws identify broad oversight methods (inquiry and information boards, oral and written questions, etc.) that can be used in areas other than the budget.

There is no denying that, in practice, these oversight methods fail to enable the National Assembly, particularly the finance commission, to effectively carry out its mandate of oversight. The initial finance law and the amending law are subject to mechanical authorization by the board members because of their technical nature and how they are prepared.

The settlement law, which is supposed to provide oversight a posteriori does not give the board members anything that has any real impact because of its late tabling. Senegal has not yet caught up in terms of passing settlement laws. Broad oversight methods such as inquiry and information boards, and oral and written questions do not support the board's current oversight requirements for enforcing the finance law.

However, in light of fiscal transparency requirements, the Finance Commission needs specific methods for providing ongoing budget implementation oversight through a monitoring/assessment system. Clearly, Directive 05/97/CM/UEMOA aims at addressing this by stipulating in section 73 that "parliament ensures that the finance law is properly implemented during annual management. Any information parliament requests or on-site inquiries that it wants to conduct cannot be denied..."

While waiting for the amendment to law 2001-09 of October 15, 2001 on the organic law relating to the finance laws to strengthen the Finance Commission's oversight and information, the situation remains favorable to establishing a partnership between the Finance Commission and the Department of Finance for ongoing budget implementation oversight.

Partnering could be facilitated through results-based management (MTEF), software programs (integrated public finance management systems), the availability of information and the members of the Department of Finance. This partnership could become one of the various oversight methods.

II.- The Need for a Variety of Oversight Methods

By analyzing the oversight systems, we can understand to what extent we can assess the current oversight used by the National Assembly, and particularly the Finance Commission, to implement the finance law. Gortner et al (1993) distinguishes between four oversight systems:

- Oversight where quantitative measures of outputs come into play;
- Oversight conducted through quantitative and qualitative reports on activities and conduct;
- Oversight that enlist the active participation of workers to monitor projects;
- Oversight based on the worker's identification with the organization, assignment or occupation.

Output-based oversight systems involve efficiency and productivity measurements, management by objectives, program assessments and project management systems. These techniques are aimed at measuring the effectiveness of public organizations while the multiple objectives of such organizations can be an obstacle to this type of oversight. However, from the perspective of generally applying the Medium-Term Expenditure Framework¹, the output-based oversight could enable parliamentarians to measure the effectiveness of public spending.

The purpose of the output-based oversight systems is to support the management process through performance. Only political and technical difficulties for the public organizations (particularly with sophisticated oversight) can occur. In addition, there could be situations where the data gathered cannot be disclosed because of political consequences.

The oversight exercised through quantitative and qualitative reports on activities and conduct differ from the output-based oversight. The activity focuses on individual conduct and actions, which are monitored. It can be achieved using various methods: supervisors, informants, monitoring agencies or other means (Downs, 1967, cited by Gortner et al; 1993). From this perspective, this oversight is well suited to fighting against corruption. In addition, through the oversight of work time, direct monitoring, activity reports and informants, which entails controlling conduct, parliamentarians can assess such things as government spending in the fight against poverty and corruption.

Participation-based oversight "refers to a mechanism whereby the members of an organization, directly or through representatives, actively participate in developing and monitoring the implementation of work standards" (Gortner et al., 1993, p. 263). Taking control by helping develop work standards and the conditions for applying them in the context of PPPs, means understanding the cooperation or engagement frameworks of the various business management players. Thus, the parliamentary institutions must cooperate with the various players involved in government spending.

Intrinsic oversight is "considered to be generally effective in controlling an organization's activities. This oversight depends on management's ability to instill in the employees values that lead them to comply with the objectives, rules and results expected of them. The oversight take effect without the need to monitor or correct work because, to some extent, the individual and the organization share the same objectives." (Gortner et al., 1993). Applied in this way, the intrinsic oversight can be assessed in the context of the parliamentarians' socialization of the public service ideals.



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¹ Twelve Senegalese departments are managed under the MTEF in the 2010 finance law. Their generalization is in sight.

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Participants of the Budget Oversight Training in Accra - March 2010

Links and Resources

- 1.- <http://www.nhis.gov.gh/?CategoryID=158>
- 2.- http://us-cdn.creamermedia.co.za/assets/articles/attachments/26512_english_essay_adi2010.pdf
- 3.- <http://www.ghanaweb.com/GhanaHomePage/NewsArchive/artikel.php?ID=178862>