

# WAAPAC VALUE CREATION STORIES

(as of September 2014)

---

*gathered during the 5<sup>th</sup> WAAPAC Annual Conference (Ouagadougou, Burkina Faso, July 2014) by Paulina Biernacka, WB Parliamentary Strengthening Program*

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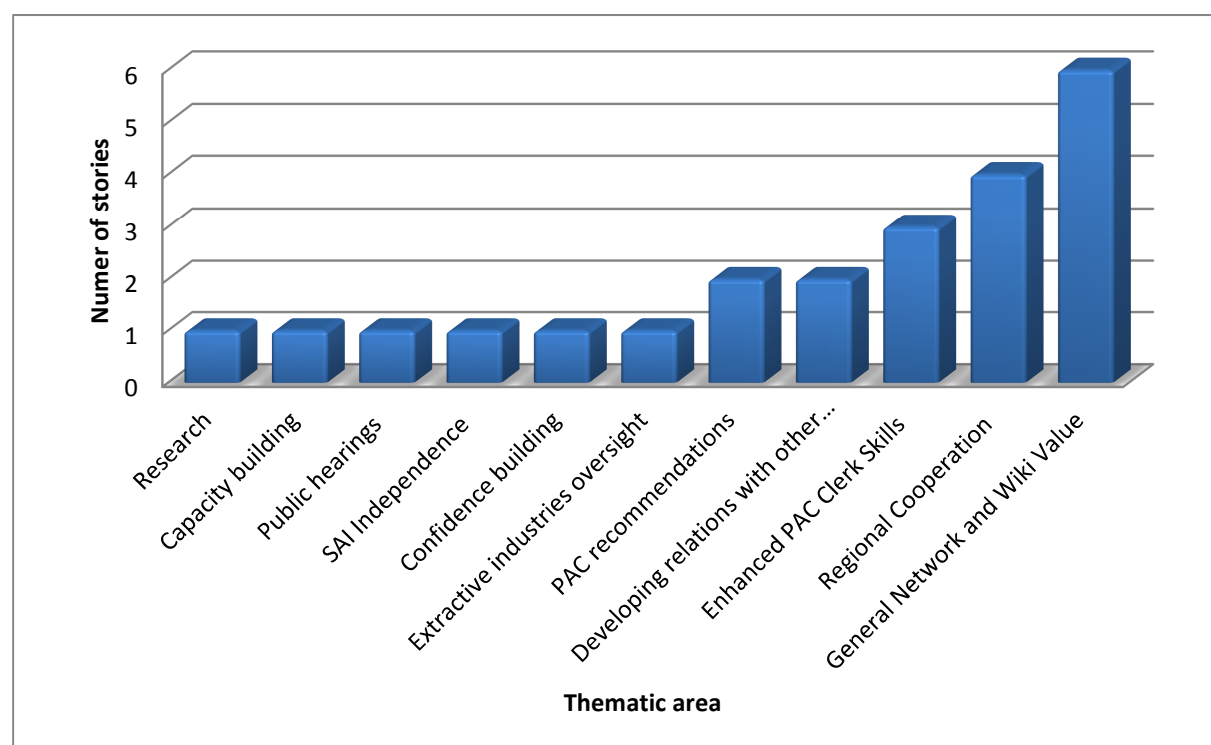
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To clearly identify the reform change process which took place in the WAAAC member countries, the WB Parliamentary Strengthening Program Team has been collecting the value creation stories which explicitly seek the linkage between the country's network participation and a reform process. The methodology allows to find a direct connection between the program activities and the improved PAC/ SAI performance thus identifies the outcomes which could be directly connected to a specific network activity.

Below are the examples of value creation stories gathered during the 5<sup>th</sup> WAAPAC Annual Conference (Ouagadougou, Burkina Faso, July 2014). The stories were collected through F2F interviews. All participants sharing their stories were asked by email to validate their input.

Value creation stories thematic areas mentioned by the interviewees can be divided as follows:

- Research
- Capacity building
- Public hearings
- SAI Independence
- Confidence building
- Extractive industries oversight
- Improved PAC recommendations implementation rate
- Developing relations with other accountability relevant stakeholders
- Enhanced PAC Clerk Skills
- Regional Cooperation
- General Network and Wiki Value



## **I. RESEARCH**

### **NIGER - CASE STUDY ON THE NIGER PARLIAMENT OVERSIGHT FUNCTION PRESENTED AT THE IPSA CONFERENCE IN MONTREAL 2014**

*Based on the interview with the Niger Clerk to the Finance and Budget Committee, Mr. Abdoulaye Toudjani Idrissa and Prof. Louis Imbeau from the Laval University, Canada (WB consultant)*

During the 4<sup>th</sup> WAAPAC Annual Conference held in July 2013 in the Gambia, as part of Prof Imbeau's broader research project funded by the Canadian government on the parliamentary oversight in the Francophone countries, Prof Imbeau proposed to the Niger delegation to conduct a case study in their National Assembly in order to review and to better understand the oversight functions in the Niger Parliament.

In November 2013, Prof Imbeau visited the Niger Parliament for a one week study tour. During his stay he also met with the representatives of the Opposition Party, the Ministry of Finance, the Courts of Accounts (equivalent to the Audit General Office), Anticorruption Agency, and other relevant stakeholders.

Once the case study was finalized, it was sent to the Niger Finance and Budget Committee with the request to provide additional input. The paper includes the recommendations on how to enhance the parliamentary oversight function in the Niger National Assembly and other oversight institutions. Additionally, as Niger will be introducing the new governing laws at the regional level in the area of the performance based budgeting, the study also discusses recommendations to the new public financial management scheme.

Based on the case study, Prof Imbeau invited the PAC Chair Mr. Maïzama Gaya and me to prepare and deliver a presentation on the parliamentary oversight good practices at the 23<sup>rd</sup> Congress of International Political Science Association (IPSA), July 19-24, 2014 (Montreal, Canada) held under the theme "*Challenges of Contemporary Governance*". The presentation was delivered during one of the eight panels on legislative studies and was very well received.

Prof. Imbeau case study will be published by the World Bank and the Laval University and will be shared with the WAAPAC community through the Wiki in order to share practical stories and provide guidance for other network member states.

## **II. CAPACITY BUILDING**

### **NIGER –CAPACITY BUILDING ACTIVITIES FOR THE FINANCE AND BUDGET COMMITTEE MEMBERS AND STAFF**

*Based on the interview with Mr. Abdoulaye Toudjani Idrissa, Finance and Budget Committee Clerk*

During the various WAAPAC meetings, the presenters and participants always stressed the need for a capacity building trainings for parliamentarians and their assistants/ staff.

Therefore, the Chair of the Finance and Budget Committee negotiated specific financial resources for capacity building seminars for the Finance and Budget Committee Members and assistants/ staff.

During a consideration of the 2013 budget, the MPs proposed an amendment which included securing additional resources to support this component only. These resources were used to finance a series of seminars and workshop (four total) for the benefit of Members and assistants/ staff as well as the a study tour of the Finance and Budget Committee to Burkina Faso.

These workshops have helped us to understand the finance reforms underway within the West African Economic and Monetary Union (WAEMU), especially how to capture the role of the Parliament in this new framework.

Members of the Finance and Budget Committee acquired knowledge that enabled them to be at the forefront of the national transposition of the Directives on Public Finances within the WAEMU area. Moreover, due to the regular monitoring of this issue by the Members of the Finance and Budget Committee, Niger together with Senegal were the first countries to implement all of these guidelines.

### **III. PUBLIC HEARINGS**

#### **LIBERIA - IMPROVED PUBLIC HEARING PROCEDURE/ IMPROVED RELATIONS WITH CSOs AND MEDIA**

*Based on the information send by email in July 2014 by Mr. Jamel Ishaka Turay, Public Accounts Committee Clerk*

The WAAPAC workshop enabled us to effectively use the media and civil society organizations in creating a massive awareness for each public hearing during which citizens started to come prepared to make secret revelations on some of our findings. The CSOs have also encouraged most of their member organization to send representations. As the entire nation seems to have started to closely monitor live hearings on radios and television this practice has additionally put politicians under pressure from their constituencies.

The Public Hearings workshops have prepared our Members and even Clerks to conduct successful and effective hearings. Witnesses have gone under complete scrutiny, working sessions/retreats have been held for every hearing. These trainings/workshops enabled the PAC Members put forth strong counter arguments to hostile public officials who come all out prepared to exonerate themselves.

Moreover, the Public Hearings workshops have strengthened the capacity of the PAC Members and Clerks in the area of the management of evidences provided.

Nowadays, most of the PAC hearings are well publicized. Most witnesses are aware of the level of public interest. Media and civil society put pressure. It has enabled us to develop an effective media and CSOs directory for prompt communication.

## **IV. SAI INDEPENDENCE**

### **THE GAMBIA – NEW AUDIT ACT SECURING THE FINANCIAL AND OPERATIONAL INDEPENDENCE FOR THE AG OFFICE TO BE PASSED**

*Based on the interview with Hon. Lamin Kebba Jammeh, Public Accounts Committee Deputy Chair*

As a result of the various WAAPAC meetings, during which the member states underlined the importance of the AG independence, the PAC has been lobbying for passing of the Audit Act in the Gambian Parliament. The Members have realized that they do not wish to be left out in the region and thus have supported the Bill which will secure financial and operation independence of the AG office.

The Draft of the Audit Act is expected to be considered by the Parliament in the next session starting in September 2014 and concluding in December 2014. The Bill was initiated and drafted by the Auditor General Office in 2013.

Once enacted, the Bill will give the AG full financial independence, including the possibility to recruit its own staff and increase its number (currently there are 40 staff Members, the optimal number is 65), bring the AG employees' salaries to the private sector level, and enable the AG office to conduct performance audits. Passing of the Bill and the increase in the staff number will also enable the AG office to conduct the audits which are currently outsourced. Presently the AG Office is under the Ministry of Finance which is also determining the AG budget. The Ministry of Finance has been supportive of the draft Audit Act.

## **V. IMPROVED CONFIDENCE**

### **THE GAMBIA – CONFIDENCE BUILDING**

*Based on the interview with Hon. Lamin Kebba Jammeh, Public Accounts Committee Deputy Chair*

On a personal side, the WAAPAC network has enlighten me. I have an accounting background, however I needed to gain more confidence. I learned from the other countries experiences and thus increased my knowledge and understanding of the oversight process.

## **VI. EXTRACTIVE INDUSTRIES**

### **TOGO – EXTRACTIVE INDUSTRY OVERSIGHT**

*Based on the interview with Hon. Taaka Boini, Budget and Finance Committee Member*

The main value of the WAAPAC are the themes discussed – transparency and issues relating to the extractive industry. The issues examined by the WAAPAC with reference to the Extractive Industry have meant that I have taken the opportunity to visit extractive industries to examine in more detail their activities.

## **VII. IMPROVED PAC RECOMMENDATIONS IMPLEMENTATION RATE**

### **NIGER – ENHANCED MONITORING SYSTEM OF THE IMPLEMENTATION STATUS OF THE FINANCE AND BUDGET COMMITTEE RECOMMENDATIONS**

*Based on the interview with Mr. Abdoulaye Toudjani Idrissa, Finance and Budget Committee Clerk*

In 2012, I have participated for the first time in 2nd WAAPAC Annual Conference, February 19-23, 2011, Lome/ Togo organized by the WAAPAC in collaboration with the World Bank Institute.

During this workshop the presenters identified methods of establishing mechanisms for monitoring of the Finance and Budget Committee recommendations implementation status.

The presenters discussed the need of establishing a monitoring tool for recommendations issued by the Finance and Budget Committee including consideration of the Finance Act and law regulations.

One example which inspired us came from Burkina Faso where the Committee sends out letters to various ministries to assess the level of Committee's recommendations execution rate before their budget is being discussed.

Following the WAAPAC conference, we decided to prepare a document summarizing all Committee recommendations which was drafted by the Committee Secretariat to which I belong. The document entitled "*Compendium of recommendations of the Committee on Finance and Budget.*" was subjected to the approval of the Bureau of the Committee on Finance and Budget led by Hon. Maizama Gaya who also took part in the 2012 WAAPAC Conference.

The document was sent to the Ministry of Finance and its examination constituted the first ever discussion of the Commission with the Ministry of Finance in the 2013 Budget Review. Indeed, the Members of the Finance and Budget Committee have demanded from the Ministry of Finance to present the level of implementation of the Committee recommendations before even considering the Finance Bill. This was an important step because usually the recommendations were not implemented.

Knowledge gained during the WAAPAC conferences allowed us to innovate through preparation of the document which was very useful for me and presented a real source of satisfaction to which the WAAPAC network has contributed immensely.

The WAAPAC sessions also presented a solution how to enforce the implementation of the recommendations. This is a very simple solution which contributed to the significant impact on the exercise of the power vested in Parliament to control public finances.

### **GHANA - ENHANCED MONITORING SYSTEM OF THE IMPLEMENTATION STATUS OF THE PAC RECOMMENDATIONS**

*Based on the interview with Mr. Louis Boakye, Public Accounts Committee Clerk*

The WAAPAC meetings allow Ghana MPs and Clerks to share ideas with other WAAPAC Member PACs, however **it is difficult to connect a specific given outcome to the specific WAAPAC or other international conference.**

However, I would like to share an outcome example regarding a PAC recommendation which was implemented by the Parliament in 2012 regarding the increase of the PAC recommendations execution rate. The improvement of the PAC recommendation execution rate has been discussed often during various WAAPAC meetings. The 2012 recommendation made in the Ghana Parliament stated that if an MDA does not implement the PAC recommendations, the Parliament might not approve the budget for that particular agency/institution. The PAC is not directly involved in the budget preparations, however, the Finance Committee which is responsible for the budget, can take into consideration the PAC reports and review if the recommendations have been implemented by the respective institutions.

## **VIII. DEVELOPING RELATIONS WITH OTHER ACCOUNTABILITY RELEVANT STAKEHOLDERS**

### **NIGER - STRENGTHENING THE FINANCE AND BUDGET COMMITTEE - SAI RELATIONS**

*Based on the interview with Mr. Abdoulaye Toudjani Idrissa, Finance and Budget Committee Clerk*

The working relations between the Court of Accounts and the Finance and Budget Committee still remains to be strengthened. During the 5<sup>th</sup> WAAPAC meeting in Burkina Faso the Court of Accounts representatives and the MPs have met for the first time and exchanged their business cards. Up till now, the both parties have only been meeting when the representatives from the Court of Accounts were presenting their audit report findings to the Finance and Budget Committee.

As a result of this WAAPAC meeting, the Finance and Budget Committee Chair announced that the two institutions are looking to jointly conduct two-three projects/ studies a year. There is still no agreement on which project they will be collaborating however there is a strong interest from both institutions to enhance their working relations.

### **THE GAMBIA – DEVELOPING RELATIONS WITH OTHER RELEVANT STAKEHOLDERS**

*Based on the interview with Mr. Karamba Touray Auditor General*

In 2013, based on my proposal, through AFROSAI (African Organisation of Supreme Audit Institutions) we have established a working relations with Liberia, Sierra Leone, Nigeria, Gambia and Ghana AG representatives. Since then, we have been in a regular contact. The WAAPAC meetings have enabled us to conduct additional meetings in order to discuss issues of our interest.

During the 5<sup>th</sup> WAAPAC conference I have meet the AG representative from Liberia to discuss the document which we are preparing together with Sierra Leone, Gambia and Nigeria to pull out resources for trainings and capacity building which is to be provided by AFROSAI.



The WAAPAC meetings also allow me to meet the AG from other member states. I am also very satisfied with the resolutions adopted by the network members supporting the AG financial and operational independence.

## **IX. ENHANCED PAC CLERK SKILLS**

### **LIBERIA – ENHANCED PAC CLERK SKILLS TO PERFORM HIS DUTIES**

*Based on the information send by Mr. Jamel Ishaka Turay, Public Accounts Committee Clerk*

During the PAC Report writing and Public Hearing conduct workshops I learnt how to prepare an effective and concise report which does not require bulky writing. Based on these styles of reporting the first five reports of our Committee have been compiled and condensed into one with detail index references.

### **SIERRA LEONE – ENHANCED PAC CLERK SKILLS TO PERFORM HIS DUTIES**

*Based on the interview with Mr. David Saffa, Public Accounts Committee Clerk*

After attending various WAAPAC meetings, the PAC Chair and Members started to rely on my advice, in some cases in key issues.

Example: Hearing on the National Social Security Trust Fund 2012 Auditor Report. During the hearing the issue of project funds mismanagement was raised. The Chair being from the Ruling Party needed an advice on how to proceed. Initially, there was a proposal to transfer the Auditor report to the Anticorruption Commission for scrutiny and further investigation. However, I advised to the Chair that this issue which is captured in the AG report should by tackled by the PAC and that it should be on the record that it is the PAC that investigated the AG report on the National Social Security Trust Fund. The PAC Chair accepted my advice and we conducted the hearing. The WAAPAC trainings gave me more confidence to provide the PAC Chair and the PAC Members with advice.

Another example goes back to 2012, when the parliamentary elections took place. As a result, there was a high turnover of the PAC Members (only two members serving in the previous term remained on the Committee, seven were new). Based on the knowledge gained from the various WAAPAC meetings (especially after 2011 training in Togo), I have developed a training manual for the new PAC Members (two hour session induction program). After the session, the new Members came to my office and stated that they enjoyed the session which gave them an overview of their new roles and responsibilities.

### **THE GAMBIA – ENHANCED PAC CLERK SKILLS TO PERFORM HIS DUTIES**

*Based on the interview with Mr. Buba M.E Jatta, Public Accounts Committee Clerk*

The various WAAPAC meetings have provided me with the knowledge how to manage different tasks assigned to the Committees and how to better coordinate my staff thus preserve the parliament institutional memory (there are seven Clerks serving 15 Committees in Parliament). The staff service delivery to our MPs has improved and is very effective.

## **REGIONAL COOPERATION**

### **ENHANCED COOPERATION BETWEEN THE BURKINA FASO AND NIGER FINANCE AND BUDGET COMMITTEE CLERKS**

*Based on the interview with the Niger Clerk to the Finance and Budget Committee , Mr. Abdoulaye Toudjani Idrissa and Mr. Christophe Palenfo, Burkina Faso Budget and Finance Committee Clerk.*

At the 4th conference WAAPAC in Banjul/ the Gambia, we shared with the facilitators and participants the benefits and value added coming from our involvement in the WAAPAC network.

In fact, we met through the network at the 3rd WAAPAC Conference held in Monrovia, Liberia in 2012.

The collaboration between us which was born during the meeting in Monrovia has been developed by regular participation in other WAAPAC activities. Additionally this working relationship between us has been extended to other colleagues from the other WAAPAC member countries. Thanks to the this network, we can easily contact the Committee Clerks from Senegal, Benin and Liberia. However, our interactions are usually made through email, so at this point the emphasis should be placed to have all the Committees' Clerks use the wiki so this virtual space can benefit all our respective Committees.

Here are some examples of our cooperation:

#### **I. ESTABLISHMENT OF THE NIGER – BURKINA FASO NETWORK FOR ERADICATING POVERTY**

In 2013, Niger was in the process of developing the National Framework for the Network for Eradicating Poverty (one of the UN Millennium Development Goals). Christophe has already conducted some work in the area of developing similar network in Burkina Faso and provided me with the guidance how to prepare proper documentation.

After the document was developed and accepted, the Burkina Faso network and the Niger network stated that they would like to work together. As the first step, they decided to organize a joint meeting to transform their agendas into laws and regulations to eradicate poverty in their respective countries.

It is expected that during the visit of the Nigerian network to Burkina Faso, which is planned for September 2014, both parties will validate their common agendas. Funding requests have been launched to some partners. There are also plans to organize a Niger-Burkina Faso joint mission to Quebec to learn from Quebec's experience in drafting legislation on fight against poverty.

Thus, from having two Clerks meeting during the WAAPAC Conference, two National Networks are planning to establish cooperation with an aim to exchange information on good practices in the area of preparing a legal framework to eradicate poverty.

## **II. IMPROVEMENT IN THE OVERSIGHT OF THE EXTRACTIVE INDUSTRIES IN BURKINA FASO**

The Burkina Faso Finance and Budget Committee Members were preparing to undertake a visit in August, 2013 to mining sites to improve their understanding on their operations and how can they better control the activities in the mining sector. I was contacted by Christophe to provide inputs how the visit should be organized and to what aspects he should pay special attention to.

The tour, which took place in August 2013, was a success and allowed the Burkina Faso Finance and Budget Committee Members to gain information on mining revenues. Thus, when considering the budget in 2014, Members were better prepared to ask more targeted questions to the Minister of Energy and Mining regarding forecasts on mining revenues.

## **III. ESTABLISHMENT OF THE OFFICIAL RELATIONS BETWEEN BURKINA FASO AND NIGER ANTICORRUPTION COMMISSIONS**

In order to gain knowledge from Burkina Faso experience on fight against corruption I have contacted Christophe to in order to establish relations between our respective Anticorruption Commissions (Finance and Budget Committee initiative).

Contacts were made to arrange a Niger working visit in Burkina Faso which will take place in 2014 or in 2015.

## **IV. ESTABLISHMENT OF THE INFORMAL SUB-ASSOCIATION OF THE FRANCOPHONE SECRETARIATS WITHIN THE UMEOA COMMUNITY**

The WAAPAC network gave the incentive to create in 2013 an informal sub-association of the of the Francophone Secretariats for Clerks and MPs within the UMEOA Community (the West African Economic and Monetary Union/ *Union économique et monétaire ouest-africaine*). The sub-association was started by four countries: Burkina Faso, Togo, Senegal and Niger.

The Francophone countries share similar parliamentary systems therefore this association aims to provide an additional platform to enable the flow of information between the Francophone countries.

The sub-association is still being developed. The statute and regulations governing the sub-association have been developed but not yet ratified by the member countries.

## **NETWORK AND WIKI VALUE**

### **I. IMPROVED UNDERSTANDING OF THE FRANCOPHONE AND ANGLOPHONE OVERSIGHT MECHANISMS WITHIN THE WAAPAC COMMUNITY/ SHARING OF GOOD PRACTICES**

The WAAPAC network has been providing a forum for experience sharing and exchange of knowledge on good practices. Information received on the Francophone and Anglophone oversight mechanisms has allowed the network members to better understand their respective

countries' procedures and systems. The network members can discuss how to harmonize the Westminster with the Napoleonic system in order to enhance cooperation.

For example:

*1. Based on the interview with Hon. Lamin Kebba Jammeh, Public Accounts Committee Deputy Chair (The Gambia)*

During the WAAPAC meetings, the Gambian PAC has been exposed to the good practices in terms of the Committee operation. One example is the high number of the Gambian PAC Members serving on the Committee which should be decreased. Currently there are 30 MPs on the Committee. This number makes the Committee deliberation difficult and challenging in terms of reaching a consensus. This issue should be tackled.

*2. Based on the interview with Hon. Komba E. Koedoyoma, Public Accounts Committee Deputy Chair (Sierra Leone)*

The WAAPAC network has been providing a forum for experience sharing and exchange of knowledge on good practices. For example, information received on the Francophone countries has allowed us to better understand their procedures and systems. We can discuss how to harmonize the Westminster with the Napoleonic system in order to enhance our cooperation. One thing which could be tackled, is the high number of the PAC Members in the Francophone system which might be challenging in terms of reaching a consensus..

*3. Based on the interview with Hon. Kwaku Agyeman – Manu, Public Accounts Committee Chair (Ghana)*

During the WAAPAC meetings, the Ghana PAC Members have had the opportunity to gain information on the Francophone oversight practices in terms of their operations. The delegates have also increased their knowledge on benchmarking and peer reviews.

Various discussions have allowed us to familiarize ourselves with challenges the other network members face and information on how they are being resolved. This again have allowed us to gain confidence that problems encountered in the Ghana Parliament are present in some other countries as well and that they can be tackled.

*4. Based on the interview with Hon. Edward B. Dagoseh, Public Accounts Committee Chair and the former WAAPAC Chair (Liberia)*

The most important value of the network is the opportunity to learn and share experiences. The Liberia PAC, being a new PAC in terms of its operations, has been having an opportunity to be exposed to good practices.

*5. Based on the interview with Hon. Taaka Boini, Finance and Budget Committee Member and Mr. Asséwè Lakmon, Committee Clerk (Togo)*

Whilst Togo has not implemented any of the resolutions as a direct result of its involvement in WAAPAC, we feel strongly that our understanding of the Finance and Budget Committee best practices is a direct result of our participation in the WAAPAC activities.

## **II. WIKI - ENHANCED COOPERATION BETWEEN THE WAAPAC CLERK COMMUNITY MEMBERS**

*Mentioned by Clerks from most of the country delegations*

It is a platform through which the Clerks of both the Francophone and the Anglophone countries have been frequently exchanging ideas and providing technical assistance to one another. Wiki has been providing updates on the WAAPAC and other PAC activities.

## **LESSONS LEARNED FROM THE 5<sup>TH</sup> WAAPAC ANNUAL CONFERENCE**

### **GHANA**

1. How the MPs can apply their responsibilities in the oversight of the Executive.
2. Guidelines for the MPs to better understand the role of the PAC.

### **LIBERIA**

1. Importance of the scrutiny and better oversight of the extractive industries.

### **NIGERIA**

1. The number of the Members serving in the Public Accounts Committee.

Based on the presentation conducted by Dr Rasheed Draman from the African Centre for Parliamentary Affairs, the delegation has realized that the number of PAC Members serving on the Committee should not be too high. Currently there are 42 PAC Members in Nigeria. The number should be decreased to enhance the Committee's efficiency. Once the Members and the National Assembly leadership will be convinced, the National Assembly Standing Orders should be amended to accommodate this change. The task is difficult but not impossible. This could be implemented after the next elections.

2. The importance of good working relations between the PAC and SAI..
3. A need for further capacity building for the PAC Members and staff.
4. Timely presentation and follow up on the PAC recommendations implementation status.
5. The issues connected with the lack of the Parliament financial autonomy.

### **SIERRA LEONE**

1. Importance of enhancing collaboration with media and CSO in order to raise awareness related to the accountability.

### **BENIN**

1. Necessity to provide support to all organisations that conduct oversight activities.
2. Knowledge on the differences between the oversight mechanisms in the Anglophone and Francophone countries.

### **BURKINA FASO**

1. Challenges connected with UEMOA – introducing program budgeting.
2. Knowledge on accountability and responsibility,
3. A need to reinforce MPs capacities to perform better and change behaviours,
4. More time devoted to the field work.

## **MALI**

1. Committee involvement in the budget process as a whole – from developing and setting the budget, to its implementation, to the follow-up activities.
2. Developing a monitoring framework of extractive industry since Mali has substantial gold resources.
3. Improved knowledge on the WAAPAC network.
4. Improved knowledge on the differences between the Anglophone and Francophone oversight systems.

## **NIGER**

1. The operations of the Finance and Budget Committee more visible.
2. The Budget and Finance Committee financial autonomy and expert staff.

## **SENEGAL**

1. A need to reinforce control mechanism.
2. Provide additional human resources to the Finance and Budget Committee.
3. Extractive industries scrutinized in more detail.
4. Financial autonomy of the Finance and Budget Committee is essential for its operations.

## **TOGO**

1. Knowledge on program budgeting.
2. Importance of the financial autonomy for the oversight committees.