

EMENTAIRES DE L'AFRIQUE
« RENFORCER LE RÔLE
ET DU CONTRÔLE BUDGETAIRE
AFRICAIN : LE NEPAD
ET 04 OCTOBRE

CONFERENCE REPORT



EU Presidency Seminar for the West African Region

REPORT ON THE EU PRESIDENCY SEMINAR FOR THE WEST AFRICAN REGION : STRENGTHENING
THE ROLE OF PARLIAMENTARY OVERSIGHT AND BUDGET CONTROL IN AFRICAN DEVELOPMENT :
FOCUS ON NEPAD AND CAADP, **COTONOU, 3-4 OCTOBER 2007**



Parliamentary oversight and budget control: raising budget allocations for agriculture to 10 %

Parliamentarians assessed their national efforts around parliamentary budget efficiency and oversight for greater parliamentary involvement in the NEPAD and CAADP African Union programmes P 3

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Identifying concrete actions and developing follow-up tools in the framework of national parliamentary action

The working groups developed action plans defining priority parliamentary actions to be carried out by each country P 10

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The promotion of CAADP in the context of NEPAD

Mr. Pär Granstedt, Secretary General of AWEPA, underscored the importance of this meeting in Cotonou, as an opportunity to be seized by the participants for greater parliamentary involvement in the NEPAD¹ and CAADP² programmes and for exchanging and sharing their experience in the areas of budget control, sustainable development and economic governance.

He emphasised that parliamentary oversight and budget control are paramount to Africa's development. Members of Parliament in Africa and Europe can effectively fulfil their oversight roles in support of development work through budget control and legislation. The acceleration of CAADP implementation at the national level, having been given high priority by the African Union and NEPAD, has become the priority of the MPN programme "Mobilising Parliaments for NEPAD (MPN): Towards the MDGs" (see below).

The capacity to exercise parliamentary oversight over agricultural development is key to the aim of the first MDG, namely the eradication of hunger and poverty reduction, Mr Granstedt stressed. The Paris declaration provides the consolidating basis for partnership between the two continents, he added.

He then presented the objectives of the seminar:

- Enhance MPs' expertise on the role of parliamentary oversight and budget control, especially as it relates to NEPAD and CAADP, in order to strengthen oversight and budget control capacity supporting good governance;
- Enhance MPs' expertise on CAADP (as it is related to poverty reduction (rural development, gender) and sustainable development (climate change);
- Sensitise European Parliamentarians about their role in championing ODA oversight against the background of the Paris Declaration;
- Assist parliamentarians in prioritising CAADP national implementation by identifying necessary parliamentary procedures and legislation for efficient parliamentary budget control;
- Develop recommendations on what MPs can do in the field of parliamentary procedures and legislation in view of efficient budget control regarding the implementation of NEPAD and CAADP;
- Facilitate an exchange between African and European MPs on the role European MPs can play in supporting CAADP implementation and in



Mr. Granstedt, AWEPA Secretary General with H.E. Nago, Hon. Speaker of the Benin Assemblée Nationale

monitoring government performance in Europe and in Africa in the context of aid effectiveness (*Paris Declaration*).

Mr. Granstedt thanked all the partners for their commitment and good cooperation during the preparatory stage of the seminar. This seminar was, indeed, hosted by the Benin Parliament and facilitated jointly by the German Bundestag, the Canadian Parliamentary Centre (CPC) and AWEPA with support from the Pan-African Parliament and the ECOWAS Parliament. SIDA (Swedish International Development Cooperation Agency) and GTZ (German Technical Cooperation), also contributed to the realisation of the seminar.

¹ The New Partnership for Africa's Development

² The Comprehensive Africa Agriculture Development Programme

Mobilising Parliamentarians for NEPAD (MPN)

This activity is part of the parliamentary support programme "Mobilising Parliaments for NEPAD (MPN): Towards the MDGs" aimed at facilitating a greater involvement in the NEPAD process for African and European Parliaments, by raising awareness and promoting

parliamentary action in various areas of development relating to the NEPAD initiative.

This programme results from an agreement between the NEPAD Secretariat and AWEPA and is supported by the Pan-African Parliament, the Parliamentarians' Forum on NEPAD, the East African Legislative Assembly (EALA), the ECOWAS Parliament, the NEPAD Contact Group of African Parliamentarians (NCGAP) and the Southern African Development Community Parliamentary Forum (SADC-PF). This programme is financially supported by SIDA and DANIDA.

As the MPN programme covers three African regions (Southern Africa, Eastern

Africa and Western Africa), two other regional seminars on the same topic took place in 2007. The first one was held in South Africa (17-18 March) for the Southern Africa region. The second seminar, for the East African region, took place in Kenya (27-28 September).

All the documents related to these seminars can be downloaded from AWEPA's website (www.awepa.org) under the "Projects" section and at the date of the seminar. The reports from the conferences can be downloaded from the website under the "Resources" section or can be ordered directly.

A national follow-up to this seminar will take place in 2008 for each of the participating countries.



Preparation, control and oversight of the NEPAD and CAADP budgets: raising budget allocations for agriculture to 10 %

Parliamentarians assessed their national efforts around parliamentary budget efficiency and oversight for greater parliamentary involvement in the NEPAD and CAADP African Union programmes. The CAADP urges the countries to raise budget allocations for agriculture to a minimum of 10 % of their total public spending by 2008.

At a seminar entitled “Strengthening the Role of Parliamentary Oversight and Budget Control in African Development – focus on NEPAD and the CAADP” – some hundred African and European parliamentarians and representatives of international organisations and civil society gathered for two days to assess the national efforts of ECOWAS countries to achieve greater participation of African and European parliaments in development matters associated with the NEPAD initiative.

The following results were achieved:

- MPs in the West Africa region and European MPs were briefed on the CAADP agenda, with a special focus on the role parliament can play in achieving the goals of CAADP;
- MPs in the West Africa region and European MPs were provided with a forum for championing the CAADP agenda, and the special needs for agricultural development in the West Africa region, including women’s rights;
- MPs in the West Africa region identified measures to integrate more support for parliamentary procedures and legislation for efficient parliamentary budget control, especially agricultural development into their parliamentary work and developed an Action Plan on the topics discussed;
- MPs reached agreement on ways to improve oversight capacity: tracking progress of their governments’ pledges to support agriculture nationally and regionally (for European MPs relating to the Paris Declaration);
- MPs identified key capacity building needs to ensure an improvement of parliamentary procedures and legislation for efficient parliamentary budget control.

Several speakers stressed the need to enhance expertise on NEPAD and CAADP and underscored the importance to

improve the parliamentary implementation of these programmes. In the national working groups, parliamentarians identified concrete actions and developed follow-up tools in the framework of parliamentary action on NEPAD and CAADP (see p. 10-13).

The expected medium-term outcomes are:

- The tabling of the Action Plan within the national parliaments lead to better awareness on parliamentary procedures and legislation for efficient parliamentary budget control, especially relating to NEPAD and the CAADP, within the national parliaments in the West African region;
- Measures to integrate the CAADP agenda, including women’s rights, into parliamentary work were undertaken;
- The increased information on parliamentary procedures and legislation for efficient parliamentary budget control as well as on NEPAD and CAADP assisted the

national parliaments to improve their oversight of parliamentary and government action nationally and regionally;

- The national parliaments had better informed debates and decision-making process on budget control during committee meetings and plenary sessions.

In keeping with the logic underpinning the “Mobilising Parliamentarians for NEPAD: Towards the MDGs” programme, the aim of this seminar is to achieve national follow-up of the implementation of the actions identified by the working groups for each of the participating countries next year. Hence, the closing session emphasised the importance of national parliamentary action, such as fostering parliamentary initiatives for the oversight of the executive, establishing special committees, and ensuring widespread media coverage for NEPAD programmes. It was with this in mind, that all the parliamentarians signed up to the goals set forth in the “Framework for Parliamentary Action on the CAADP” (see p. 13).



The closing ceremony

The Role of African Parliaments in the Budgetary Processes³

This comprehensive report was published by the Economic Commission for Africa (UNECA) in April 2007. It makes the case for parliamentary participation in the budgetary processes, and stresses that such participation is a cornerstone of any representative democracy, as it can serve the cause of good governance and poverty reduction well.

The renewed appreciation in Africa of the potential inherent in active legislative participation in the budgetary process has its genesis in the African democratisation experiences in the 1990s. This participation promised more openness to all stakeholders, including such marginalised groups as poor women, children, the disabled, and the youth, and was imbued with a better understanding of the needs and priorities. The redesigned legislative powers put parliaments in a good position to demand accountability from a wide range of stakeholders, to whom they also were accountable. By its 'power of the purse,' a parliament can directly hold the Executive to account for budget allocation, and insist that these allocations be congruent with policy objectives (poverty reduction,

gender equity, economic justice, etc.). Should there be discordance between budgets and policy priorities, parliaments have to reject the former. Similarly, when they have strong support from supreme audit institutions (SAIs) and external stakeholders, they can monitor budget implementation, conduct impact assessments and carry out audits as part of their oversight functions. Furthermore, by virtue of their law-making powers, parliaments can demand accountability from the private sector and from public and parastatal institutions, on behalf of the interests of the general public.

In turn, they have to be accountable to interest groups and are subjected to media scrutiny, in support of open democracy and transparency. Important too is that Members of Parliament (MPs) must also be accountable to their own constituencies and political parties. In the latter case, the political and legislative ambience and tradition will dictate in which direction accountability is stronger, whether to political parties or to citizens. Understanding this partitioning of loyalties is critical since political party interests and those of the general public

do not always coincide. This accountability cycle should enable parliaments to engage in all stages of budgetary processes.

African history is littered with evidence showing that budget centralisation in the Executive has neither led to more fiscal discipline, nor improved the living standards of Africans. Rising deficits, ballooning debts and worsening poverty since the 1980s support this conclusion, calling for alternative governance practices. As efforts to engage parliaments in budgetary matters mount, clear constitutional and institutional arrangements and procedures must be redesigned and strengthened to clearly define the shape and depth of such engagement. Clearly, parliaments must let governments govern, but at the same time the former must exercise heightened vigilance over the latter's activities to safeguard the public's interests and strengthen citizen participation in policymaking. ●

³ Excerpts from "The Role of African Parliaments in the Budgetary Processes", UNECA, pp. 1-4 and 59-6.

Agriculture for Development: World Development Report 2008⁴

In October 19, 2007, the World Bank launched the World Development Report 2008, calling for greater investment in agriculture in developing countries. The report warns that the sector must be placed at the centre of the development agenda if the goals of halving extreme poverty and hunger by 2015 are to be realised.

In the 21st century, agriculture continues to be a fundamental instrument for sustainable development and poverty reduction. Three of every four poor people in developing countries live in rural areas—2.1 billion living on less than \$2 a day and 880 million on less than \$1 a day—and most depend on agriculture for their livelihoods. Given where they are and what they do best, promoting agriculture is imperative for meeting the Millennium

Development Goal of halving poverty and hunger by 2015 and continuing to reduce poverty and hunger for several decades thereafter.

Agriculture alone will not be enough to massively reduce poverty, but it has proven to be uniquely powerful for that task. In the agriculture-based countries, which include most of Sub-Saharan Africa, agriculture and its associated industries are essential

to growth and to reducing mass poverty and food insecurity. Using agriculture as the basis for economic growth in the agriculture-based countries requires a productivity revolution in smallholder farming. Agriculture's large environmental footprint can be reduced, farming systems made less vulnerable to climate change, and agriculture harnessed to deliver more environmental services.

The solution is not to slow agricultural development—it is to seek more

⁴ Excerpts from the "World Development Report 2008: Agriculture for Development", World Bank, p.1-2.

What is CAADP?

The Comprehensive Africa Agriculture Development Programme (CAADP) was developed by the FAO and the NEPAD Steering Committee, endorsed at the Conference of African Ministers of Agriculture, held at the FAO in Rome in June 2002, and has been given very high priority by the African Union and NEPAD.

The CAADP has been prepared to promote interventions that best respond to the widely recognised crisis situation of African agriculture and focuses on investments into four “pillars” that can make a difference to Africa’s Agricultural crisis:

- extending the area under sustainable land management and reliable water control systems;
- improving rural infrastructure and trade-related capacities for market access;
- increasing food supply and reducing hunger;
- and engaging in agricultural research, technology dissemination and adoption.

During the Africa Union Food Summit (July 2003), African Heads of State and Government adopted the so called “Maputo Declaration on Agriculture and Food Security in Africa,” and agreed to implement CAADP by making agriculture a top priority and to raise budget allocations for agriculture to a minimum

of 10% of their individual countries’ total public spending by 2008.

The Abuja Declaration, adopted at the Abuja Food Security Summit, the Fish for All Summit, the Africa Fertilizer Summit and the Cocoa Summit, convened by African Union Ministers of Agriculture in Abuja, Nigeria, on 12 June 2006, is the most recent one, and can be seen as a synthesis of all prior declarations.



The five-point action plan outlined must therefore receive concerted attention:

- develop agrodealers (rural stockists) across rural Africa;
- establish national agricultural input credit guarantee facilities;
- set up “smart” subsidies for the poor and vulnerable;
- organise regional fertiliser procurement and distribution centres, remove trade barriers, promote local fertilizer manufacturing;

The Member states requested the African Union Commission and NEPAD to set up a mechanism to monitor and evaluate the implementation of the Abuja Declaration.

sustainable production systems. The first step in this is to get the incentives right by strengthening property rights and removing subsidies that encourage the degradation of natural resources. Also imperative is adapting to climate change, which will hit poor farmers the hardest—and hit them unfairly because they have contributed little to its causes. Agriculture thus offers great promise for growth, poverty reduction, and environmental services, but realising this promise also requires the visible hand of the state—providing core public goods, improving the investment climate, regulating natural resource management, and securing desirable social outcomes.

To pursue agriculture for development agendas, local, national, and global governance for agriculture need to be

improved. The state will need greater capacity to coordinate across sectors and to form partnerships with private and civil society actors. Global actors need to deliver on a complex agenda of interrelated agreements and international public goods. Civil society empowerment, particularly of producer organisations, is essential to improving governance at all levels.

The Report addresses three main questions:

- **What can agriculture do for development?** Agriculture has served as a basis for growth and reduced poverty in many countries, but more countries could benefit if governments and donors were to reverse years of policy neglect and remedy their underinvestment and misinvestment in agriculture.

- **What are effective instruments in using agriculture for development?** Top priorities are to increase the assets of poor households, make smallholders—and agriculture in general—more productive, and create opportunities in the rural nonfarm economy that the rural poor can seize.
- **How can agriculture-for-development agendas best be implemented?** By designing policies and decision processes most suited to each country’s economic and social conditions, by mobilizing political support, and by improving the governance of agriculture.

To download the full report, check the “Data & Research” section on the World Bank’s website: www.worldbank.org

Opening address

“NEPAD and the CAADP: opportunities for Africa’s agriculture”

Speakers emphasised that Africa, despite its abundant natural resources and more qualified human resources, still remains an underdeveloped continent. Its main challenge today remains the satisfaction of the most pressing needs for agricultural and forest products. The New Partnership for Africa’s Development (NEPAD) and the CAADP (Comprehensive Africa Agriculture Development Programme) today constitute the base on which the African continent must be built.

After welcoming the participants and thanking AWEPA for this initiative, **Hon. Dr. André Dassoundo**, First Vice-President of the Benin Assemblée Nationale, said that “the seminar must increase the visibility of NEPAD and CAADP”. **Dr. J.P. Koyo**, Representative of the FAO Director General, recalled the dilemma of African agriculture in the face of climate change. He insisted on the necessity for the states “to put the emphasis on the recommendations from the Rio de Janeiro, Stockholm and Kyoto conferences”. According to **H.E. Mr. Conze**, Ambassador of Germany in Benin, NEPAD is a focal point in the relations between

Africa and his country. Parliamentarians have a significant role to play for NEPAD’s success, he said. He expressed the wish that all African Heads of State would be able to attend the next Lisbon Summit, and that this meeting would result in the implementation of efficient strategies to attain the MDG’s. **Prof. Herta Däubler-Gmelin**, Member of the German Parliament and Chairperson of the Bundestag AWEPA section, who is at the origin of the realisation of this seminar, observed that the German Parliament will continue to cooperate with the African parliaments which have a key role to play in promoting NEPAD. In order to achieve



The opening ceremony

a stable development towards a democracy able to fight against hunger and poverty, parliamentarians’ role are:

- to take their full responsibility in advancing the aspirations of the people who elected them;
- to combat corruption;
- to shape and decide upon the state budget;
- to scrutinise the executive and monitor the governments’ policies and budgets.

Parliamentarians’ triple role: voting, monitoring and exercising oversight

Parliamentarians are duty bound to translate the aspirations of the population into legislation and to explain to the general public, the main issues at stake as well as the policies and strategies implemented in the framework of NEPAD and the CAADP. They also have the heavy duty to approve the resources allocated to the realisation of the NEPAD and CAADP objectives and to monitor and exercise oversight over their implementation.

H. E. Mathurin Coffi Nago, Hon. Speaker of the Benin National Assembly, deplored the present situation of Africa marred by conflicts and poverty despite its abundant resources. He recalled that the economic development and the modernisation of agriculture are important objectives for NEPAD.

In his opinion, the CAADP is the best instrument to reach these objectives. He called for solidarity among the African countries and stressed the necessity for parliamentarians to translate people’s expectations into legislation. He also called for an exchange of experience between parliaments in budgetary matters in order to facilitate the social development of African states. Benin pays a particular attention to NEPAD, he said, adding that a secretariat was opened in Cotonou in 2002 to coordinate the numerous activities.

Mr. Pascal Irenée Koupaki, Minister of State for economy, development and the evaluation of public action, representing the Benin Head of State, said in his

message that NEPAD represents an opportunity for the eradication of poverty in Africa as its objective is to ensure food security and sustainable development. He invited the participants to adopt, at the end of their proceedings, an action plan to reach the NEPAD and CAADP objectives. He ended his message by inviting the parliamentarians to create the conditions for synergies with the civil society and the other partners to attain these objectives.



The Speaker of the Benin Parliament

General debate

“Setting up a parliamentary network for NEPAD within the parliaments”

All the participants recognised the importance of NEPAD but deplored the difficulties with regard to its implementation. In this connection, they insisted on increasing its visibility.

NEPAD has encountered difficulties since its launch. Up to now, its mode of operation did not allow it to propagate its noble ideals. NEPAD is

First panel

The role of parliaments in the NEPAD Process

The first session, chaired by Ms. Mercy Almona-Isei, Member of the House of Representatives of the Federal Republic of Nigeria, and Chair of the West African Chapter, Parliamentary Network on the World Bank, addressed the role of parliaments in the NEPAD process.

Hon. Prof. Herta Däubler-Gmelin, Chairperson of the Bundestag AWEPA section

“Parliamentarians must give themselves the means to control budget aid”

Hon. Professor Däubler-Gmelin outlined the Bundestag experience with regard to budget control. She highlighted the specificities of the German system such as the involvement of parliament in budget preparation and the possibility for the



Federal Audit Bureau to report to the assembly. Parliamentarians must give themselves the means to control budget aid, Prof. Däubler-Gmelin pointed out. To improve parliamentary budget control, it is most important to look at emerging positive changes instead of deploring failing parliamentary control, she added. •

Hon. Wycliffe Oparanya, Chairman of the Finance Committee, Pan-African Parliament

“Parliamentarians have a key role to play in strengthening public awareness of NEPAD”



Hon. Oparanya outlined the activities of the Pan-African Parliament while describing the limits which did not allow him to address the problems that African peoples are confronted with. Using Kenya as an example, he showed that most citizens have little knowledge of NEPAD's objectives. According to him, parliamentarians have a central responsibility to increase public awareness

of NEPAD. In order to strengthen institutions he underscored the need, whenever necessary, to review the Constitutions of African countries which came into force several years ago and are no longer suited to today's African realities. •

Mr. Alfa Niaki Barry, Secretary General, African Parliamentarians' Forum on Nepad

“We must avoid NEPAD becoming just another illusion”

Mr. Barry presented a historical overview of the creation of NEPAD and the Parliamentarians' Forum. He recalled that Africa is going through a period marked by moroseness and civil society disengagement. In this regard, he welcomed the APEWA initiative. This initiative is all the more necessary, he said, as the energies which were harnessed when NEPAD was launched have tapered away to a certain degree. He suggested taking concrete actions in order to avoid NEPAD becoming just another illusion or a catalogue of noble intentions. •

Dr. Edwige Adekambi, Assistant Representative, United Nations Population Fund (UNFPA)

“Parliamentarians' main role is the mainstreaming of sustainable development into the policies implemented by the countries”

Dr. Edwige Adekambi reviewed the state of play regarding the current economic situation in Africa characterised by a fairly low growth rate in relation to rising populations. In order to realise sustainable growth, Dr. Adekambi pointed out that Africa will have to:

- identify obstacles to growth and develop sectoral policies through appropriate incentive mechanisms so as to better channel the resources into sectors with the highest potential in terms of growth, job creation and revenue generation.
- ensure that a great deal of the benefits of growth be invested in human capital and infrastructures. •

nevertheless a useful instrument that can be improved. According to the Ghanaian MP, **Hon. Kofi Frimpong**, parliamentarians must be more involved in making NEPAD into a success and in setting up an active parliamentary network for NEPAD within each parliament. He also wished that the Analysis Cell of Development Policies of the Benin National Assembly would serve as an example at the level of the subregion with a view to strengthening the capacities of parliaments. •

“The obstacles to budget control”

Parliamentarians put the emphasis on the obstacles they meet in the framework of budget control.

A member from the Liberian Parliament evoked the situation in his country where parliament is dissolved when it does not approve the budget. There is a need for stronger institutions in order to better contribute to the improvement of livelihoods.

Hon. Haruna Bayiriga wondered about the relevance of budget control when ministers responsible for the execution of the budget are, at the same time, deputies and MPs. •

Second panel

Parliamentary oversight and budget control

The panel was chaired by Mr. Khalifa Abacabar Sall and focused on parliamentary oversight and budget control

Hon. Brunhilde Irber, member of the German Bundestag

“The quality of budgetary management is crucial to achieve the Millennium Development Goals”

Hon. Brunhilde Irber outlined the budgetary procedure in place in Germany and insisted on the fact that in her country budgetary control takes place at the federal but also local level. She explained that in the framework of parliamentary control of public budgets in the context of development cooperation, the tiniest sum received by the German Federal Government has to be approved by the Bundestag which can therefore rely upon scrutiny by the Budget Committee. The quality of budgetary management is crucial to achieve the Millennium Development Goals (MDGs) and its degree of efficiency is a key factor in determining the success or failure of budgetary aid, she pointed out.



Hon. Irber et Madame Akplogan

Ms. Huguette Akplogan Dossa, National Coordinator, Social Watch Benin

“Contribute to the eradication of poverty”

Ms. Huguette Akplogan Dossa presented her organisation, the Social Watch Benin Network, composed of six thematic groups for citizen control and structured

around the twelve MDGs targets. One of these groups dealing with “Poverty and Food Self-sufficiency” has been entrusted with the task of assessing, through a periodic scrutiny, the contribution of ministerial programmes and projects to the eradication of extreme poverty and hunger in Benin.

Hon. Vicky Katumwa Mukalay, Chairperson of the Network of Women parliamentarians from Central Africa

“Bridging the gender gap in the socio-political arena”



Hon. Vicky Katumwa Mukalay, made a presentation on the gender aspects in the framework of parliamentary oversight and budget control. The concept of gender mainstreaming of budgets is linked to the budgeting process of the State and public sector bodies so as to take gender equality into account as well as the need to bridge the gender gap in the socio-political arena, she explained. Such a budget thus provides for substantial funds in order to reach the above mentioned targets,

particularly funds allocated to the realisation of the action programmes of the ministry for the Advancement of Women.

Mr. Joe Frans, former Swedish MP

“Promoting parliamentary dialogue”

Mr. Joe Frans focused his intervention on the Paris Declaration on parliamentary dialogue and aid effectiveness endorsed in March 2005, following the Monterrey Conference. This Declaration specifies a set of indicators, a timetable and targets. It is a process which needs the support and the contribution of parliaments for a greater impact on all the democratic structures of society, he said.



General debate

“Monitoring the gender dimension during budget preparation”

During the debates, participants emphasised the necessity to closely monitor the gender issue during the preparation of budgets by ensuring that resources are allocated to sector ministries. It was noted that once parliaments have authorised the allocation of funds, there was a lack of sufficient budgetary oversight.

Third panel

Parliaments and challenges for the future: sustainable development, climate change and the green sector

The third session was chaired by Hon. Haruna Bayiriga, Ghana MP

Dr. Gabriel H. Abebe, Director of Semi-Arid Food Grain Research and Development (SAFGRAD), African Union Commission

“NEPAD, as Africa’s policy response”

Dr. Abebe reviewed the state of play regarding African agriculture and its implications on development. He also highlighted the role of parliaments in budget control and in promoting Africa’s agricultural development:

- Ensuring that an adequate environment is put in place (e.g., adoption of new laws, revising existing ones, etc.)
- Ensuring that policies are consistent with and promote CAADP principles
- Demanding the executive branch regularly inform parliament
- Encouraging and facilitating budgetary allocations to agriculture

Challenges:

- Encouraging national programmes
- Capacity building at different levels
- Strengthening the institutions
- Effective strengthening of the partnership
- Mobilising resources

Mr. Moïse Mensah, Board Member, Alliance for a Green Revolution in Africa, former Minister of Finance Benin

“The Green Revolution is a must because Africa is the only place in today’s world where overall food security and livelihoods are deteriorating”

Mr. Mensah made a presentation on sustainable development and highlighted the concerns about the mode of consumption, livelihoods, poverty and the agricultural problems. Promoting the green revolution is a must, he said, adding that we are witnessing depletion of natural resources with serious damages to the environment. Within that context, African countries are confronted with the

challenge of reconciling economic growth which is a prerequisite for social development and virtuous management of natural resources, which is a condition for sustainable development, he stressed. The challenge of sustainable development includes, first, the need to accommodate population growth. “The Green Revolution is a must because Africa is the only place in today’s world where overall food security and livelihoods are deteriorating”, he emphasised. The reason for this poverty is the fact that millions of small scale farmers – most of whom women – cannot grow and sell enough food to sustain their families and communities.

Mr. Moïse Sonou, Senior Water Development Officer, Benin Representation to the Food and Agriculture Organisation (FAO)

“Parliamentarians must strive for the ratification of the three Rio Conventions on desertification, climate change and biodiversity”

Mr. Sonou identified the biophysical impacts on natural resources (soil and water) and the socio-economic effects of GDP reduction, fluctuation of agricultural prices and worsening food insecurity. Concerning the preparation of the CAADP, he reminded his audience of the development of the programme endorsed in Rome on 9 June 2002 where \$251 billion were allocated for its implementation until

2015. The Maputo Summit in June 2003 suggested the implementation of the programme on national, regional and continental levels. It was decided that each country should increase the share of the budget devoted to agriculture and rural development to a minimum of 10 % over a five years period, he said. Lastly, he called on parliamentarians to strive for the ratification of the three Rio Conventions on desertification, climate change and biodiversity. He also urged them to strengthen the effectiveness of sustainable development laws and regulations.

Mr. Tony Worthington, Consultant Research into Use Programme

“Using scientific research for the benefit of agriculture”

Mr. Worthington put the emphasis on the difficulties African agriculture is confronted with and on the states’ readiness to devote 10 % of their budget to this vital sector. If the Millennium Development Goals are to be met, it is essential that agriculture and the use of all natural resources become more productive. For that to happen, it is crucial to use scientific research, he added. MP’s are at the interface of central and local government. This is all the more important as many countries have initiated a decentralisation policy, he pointed out.



Mr. Tony Worthington, Dr. Gabriel H. Abebe, Mr. Haruna Bayiriga, Mr. Moïse Mensah, Mr. Moïse Sonou

Identifying concrete actions and developing follow-up tools in the framework of parliamentary action at national level

The aim of this session was to undertake a thorough evaluation process of the legislative and regulatory framework in order to strengthen the role of parliamentary oversight and effective budget control in support of good governance and the socio-economic development of the West African region.

To this end, working groups were set up at national level. The establishment of the working groups was preceded by an expert introduction on the working methods and the objectives of the session.

OBJECTIVES

The objectives of this session were to:

- Assist parliamentarians in prioritising NEPAD and CAADP national implementation by identifying necessary parliamentary actions for efficient parliamentary budget control.
- Bring parliamentarians to identify key capacity building needs to ensure improvement of parliamentary procedures and legislation for parliamentary budget control.

The following three documents formed the basis for their discussions:

1. Parliamentary Progress Report

It consisted of filling out a table by providing concrete information (evaluation) on the progress of parliamentary

actions relating to NEPAD and CAADP within the national policies;

2. Seminar Follow Up Action Plan

It consisted of drawing a draft action plan defining priority parliamentary actions to be carried out in each country with a view to supporting the economic development and evaluating the necessary tools and partnerships for the implementation of this action plan;

3. The framework for Parliamentary Action on NEPAD and CAADP

It consisted of developing recommendations for national action plans in view of parliamentary procedures and legislation for efficient oversight and budget control, relevant to good governance and socio-economic development with special focus on the implementation of NEPAD and CAADP. The recommendations also cover regional parliamentary support in West Africa and at Pan-African level.



One of the working groups exchanging views on the status of their Parliament and concrete actions to be undertaken

RESULTS

Parliamentarians recognised the lack of a relevant legal framework for NEPAD and CAADP in their respective parliaments. However, parliamentary actions and budgetary allocations in line with NEPAD's objectives were in place. After assessing the evolution of NEPAD and CAADP, parliamentarians committed themselves to undertake the following actions:

Area of action	Action	Impact	Relevant parliamentary structure	Needs assessment	Time frame
BENIN					
Legislation/ Regulation	<ul style="list-style-type: none"> - Analyse the 2008 budget in relation to NEPAD's objectives - Integrate NEPAD's objectives into the finance laws from 2009 onwards - Trigger a transposition process of NEPAD and CAADP into a African Union programme 	<ul style="list-style-type: none"> - Bring the government to understand the necessity to implement the programme - Lay the foundations for institutional anchoring of NEPAD 	<ul style="list-style-type: none"> - The Network in liaison with the Planning and Finance Committee - The Chairman of the African parliamentarians' Forum for NEPAD 	<ul style="list-style-type: none"> - Capacity building and stakeholders' meetings - Workshops 	<ul style="list-style-type: none"> - 15 November - First ordinary session 2008 - In 2009
Oversight	<ul style="list-style-type: none"> - Questions to the government - Collect information - Field visits 	<ul style="list-style-type: none"> - Ask the government to brief parliament on its actions relating to NEPAD and CAADP - Assess the effective realisation of NEPAD and CAADP projects 	<ul style="list-style-type: none"> - The Network in liaison with the relevant committees 	<ul style="list-style-type: none"> - Inquiries, field missions - Stakeholders' meetings 	
Budget	<ul style="list-style-type: none"> - Provide the NEPAD network with a substantial budget 	<ul style="list-style-type: none"> - Implementation of the foreseen actions 	<ul style="list-style-type: none"> - Bureau of the National Assembly and the network 	<ul style="list-style-type: none"> - Budget formulation process 	

Area of action	Action	Impact	Relevant parliamentary structure	Needs assessment	Time frame
CÔTE D'IVOIRE					
Legislation/ Regulation	- Open a space for debate and scrutiny of existing laws and regulations and/or modifications	- Improve NEPAD and CAADP	- Foreign Affairs Committee	- Stakeholders' meetings	
Surveillance	- Parliamentary questions on NEPAD	- Efficiency	- Inquiry - network mission		
GHANA					
Legislation/ Regulation	- Submit the NEPAD document to the House in the form of a motion	- NEPAD will be owned by the MPs and the parliament	- Joint Committee on Foreign Affairs, Agriculture and Poverty reduction	- Capacity building and training - Workshops - Research capacity - IT support	- 7 November 2007
Oversight	- Ask the government to brief parliament on the status report on NEPAD	- It provides Parliament the platform to probe into action taken by government on NEPAD	- Leadership of the House	- Stakeholders' meetings (e.g. private sector, media)	
Budget	- Ask for increase to not less than 10 % of the budget as agreed in the CAADP document	- To ensure a better food security situation and therefore reduce poverty	- Agriculture and Foreign Affairs Committee	- Stakeholders' meetings (e.g. private sector, media)	
GUINEA					
Legislation/ Regulation	- Set up a network - Establish "NEPAD day" (to inform and get media attention)	- Population - Main theme	- Laws committee	- Finance Committee - Control Committee	- 2007/2008
Oversight	- Set up a network	- Follow-up - Evaluation	- Control Committee	- Finance Committee - Control Committee	- 2007/2008
LIBERIA					
Legislation/ Regulation	- Legislation needs to be drafted and presented to legislature for consideration - Exchange of parliamentarians to enhance examples and ideas	- Awareness programmes	- Awareness Speaker's office and leadership of the House	- Capacity building - Public hearing	- 1-4 weeks
Representation/ Outreach	- Radio/Media, Public speeches		- Leadership of the House of Representatives	- Exchange/exposure - Technical expert guide and material	- 1-4 weeks
Other	- Pass appropriate legislation adopting NEPAD and CAADP strategies into law		- Finance Committee - International Affairs Committee - Executive	- Make budgetary appropriations	- 3 months and more
MALI					
Legislation/ Regulation	- Set up a NEPAD cell and adopt appropriate texts	- Legal support	- National Assembly	- Capacity building	
Oversight	- Set up a network; organise information days with media coverage	- Taking ownership of the concept	- NEPAD Committee	- Field missions	
PRS/NDP*	- Integration into the strategic framework for poverty reduction	- Better socio-economic development	- Parliamentary Committee	- Collect information - PRS revision	

* Poverty Reduction Strategy (PRS) and National Development Plan (NDP)

Area of action	Action	Impact	Relevant parliamentary structure	Needs assessment	Time frame
NIGER					
Legislation/ Regulation	<ul style="list-style-type: none"> - Draw up an inventory of existing legislation and regulations - Draft private members' bills or government bills - Revise laws 	<ul style="list-style-type: none"> - Formalisation - Taking ownership 	<ul style="list-style-type: none"> - Standing Committees - Parliamentary networks - Questions to the government 	<ul style="list-style-type: none"> - Committees - Networks 	- 2 years
Oversight	<ul style="list-style-type: none"> - Compare the inventory with that of needs - Check the adopted laws 	<ul style="list-style-type: none"> - Achieve the MDGs - Poverty reduction 	<ul style="list-style-type: none"> - Committees on inquiry - Motions of non-confidence 	- Quaestors	- Permanent
PRS/NDP	- Idem	- Poverty reduction	<ul style="list-style-type: none"> - Committee on rural development - Network 	- Quaestors	- Permanent
NIGERIA					
Legislation/ Regulation	- Pass a reviewed/new bill	- Give legislative backing and strengthen institutional capacity	- Standing House Committees	- Increase awareness of policy makers	- 2007/2008
Budget	<ul style="list-style-type: none"> - Gain and discuss information on budget - Write a motion to adjust the budget 	- Ensure implementation of CAADP	- Committees on appropriations, Finance, Poverty Alleviation, NEPAD, Agriculture, MDGs	- Increase awareness of policy makers	- 2007/2008
Representation/ Outreach	<ul style="list-style-type: none"> - Organise parliamentary meetings with stakeholders and discuss legislative changes with them - Make public speeches/write articles for newspapers 	- Sensitise in order to create greater awareness	- Committees on appropriations, Finance, Poverty Alleviation, NEPAD, Agriculture, MDGs	- Increase awareness of policy makers	- 2007/2008

“The ECOWAS Parliament gauges your willingness to put new life into a continental initiative which is unanimously considered beneficial”

During the closing ceremony, Emmanuel Da Cruz, MP from Cape Verde and Vice-President of the ECOWAS Parliament assured the participants of the ECOWAS Parliament support, and mentioned that the ECOWAS Parliament had already set up a specific NEPAD Committee.

The themes that formed the core of the Cotonou meeting are so obviously relevant that the choice of them looks self-evident. They have also a strong impact on people's life and contribute to good governance and the socio-economic development of the states, he said. NEPAD raises high expectations in Africa. However, several years after its launch, one has to admit that there are some signs of scepticism in the declarations and in the attitudes of the leading class and even of populations. Yet, in the light of what has been said during the

proceedings, the perspectives offered about the implementation of NEPAD should encourage us to take work forward, to call economic and political practices into question and to a new reading of the relations with all the partners, he stressed. The discussions provided the opportunity to promote the reinvigoration of NEPAD and highlighted the necessity of better preparing the Members of Parliament to the elaboration of Finance Laws and to discuss an effective control on the budget execution by governments. The particular reference which has been made to the

CAADP is part of this joint preoccupation. Monitoring the implementation of NEPAD and the development of African agriculture are key issues for parliamentarians. Their role is to ensure sound and transparent management of the economies through legislative measures but also to sensitise and to mobilise their fellow citizens in order to better involve them in the realisation of major projects such as NEPAD and CAADP, he concluded. ●



Friendly discussions within the working parties

The Framework for Parliamentary Action can be downloaded from AWEPA's website www.awepa.org

Framework for Parliamentary Action on CAADP

COTONOU, BENIN, 3-4 OCTOBER 2007

PREAMBLE

Agricultural development in Africa is a vital component of poverty reduction, as recognised in the Comprehensive African Agricultural Development Programme (CAADP) adopted in 2003. In order to ensure the implementation of CAADP, parliamentarians have a crucial role to play, at national, regional and Pan-African level, in cooperation with initiatives by the Regional Economic Communities.

Considering the Maputo Declaration on Agriculture and Food Security in Africa at the African Union Summit (July 2003) where African Heads of State and Government agreed to implement the CAADP by making agriculture a top priority and raising budget allocations for agriculture to a minimum of 10% of their individual countries' total public spending by 2008;

Convinced of the importance of the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003) stating that women have the right to nutritious and adequate food, as well as the children, as indicated in the relevant texts. All appropriate measures should be taken to facilitate women's access to land and to guarantee their right to property, whatever their marital status;

Mindful of the Action Plan of the Environment Initiative of NEPAD adopted by African Heads of State and Government at the African Union Summit in Maputo (2003) which provides an appropriate framework for the establishment of a strong partnership for the protection of the environment between Africa and its partners, based on the commitments contained in the United Nations Millennium Declaration;

Noting the important work and recommendations of the Cape Town Proclamation: "Parliamentarians' Recommendations Supporting CAADP Goals in Championing Agricultural Successes for Africa's Future" (May 2006) which identifies actions that should be

carried out by various actors, including parliamentarians;

Recalling the resolutions of Heads of State and Government of the African Union at the Abuja Food Security Summit, the Fish for All Summit, the Africa Fertilizer Summit and the Cocoa Summit (2006);

It is resolved that:

At the request of the African Union Commission, in keeping with the urgent appeal of the AU Heads of State, and in alignment with the NEPAD and AWEPA commitment to the promotion of parliamentary action on MDGs,

Parliamentarians attending the above meeting commit themselves to undertake one or more of the following actions and to promote the broad participation of fellow parliamentarians in such actions:

- *National and Constituency Press Conferences*
Immediately upon return from this meeting and after subsequent follow-up actions, interviews will be given with national and local media representatives to inform the people about developments.
- *Parliamentary and Public Hearings on CAADP*
As soon as scheduling permits, hearings will be held to comprehensively inform parliamentary colleagues in a multi-sectoral and integrated manner, and to listen to the views of civil society, the private sector and the international community on agricultural policy recommendations.
- *Debate in Standing Committee on Agriculture and other relevant portfolio Committees*
Participants who sit on the Agricultural Committee in parliament will agree with the Chair on adding CAADP as an agenda item.
- *Parliamentary Resolution on a White Paper and agricultural financing*
Where a current White Paper on Agriculture is not yet available, participants will formally request this by parliamentary resolution, and will include 15% to be earmarked for agriculture starting in 2009.
- *Capacity Building and Research to support parliamentarians*
Continuous capacity building for parliamentarians to provide them with updated information to facilitate informed debate and decision making is a crucial part of the CAADP implementation process and should be facilitated. Existing research should be used to inform committee work, and priorities should be identified for future research topics related to parliamentary work.
- *Monitoring and Evaluation*
The programme partners of the Mobilising Parliamentarians for NEPAD (MPN) programme will undertake an ongoing monitoring and evaluation process, in cooperation with existing initiatives such as the NEPAD Secretariat tracking mechanism on agricultural budgets.
- *Parliamentary Joint-Initiative on Agriculture*
Call for a joint-initiative of Parliamentary Committees on Agriculture, Gender, Environment, Finance (and other committees where appropriate) to come to joint recommendations to provide synergies with regard to implementation on budgetary issues, legislation, poverty reduction strategies, national development plans etc.
- *Parliamentary Commission of Inquiry on the implementation of CAADP*
As needed, a Commission of Inquiry will be called (see annex for example Terms of Reference).

ANNEX

Terms of Reference - Parliamentary Committee of Inquiry or Public Hearing on CAADP

Given the urgency of the call by AU Heads of State for immediate attention to the CAADP and implementation of the Maputo Declaration (MD), it is hereby proposed that a Parliamentary Commission of Inquiry be established with the following objectives:

- Review the National Development Plan and/or Poverty Reduction Strategy in the light of the CAADP and Maputo Declaration provisions, making recommendations for additions and amendments where necessary;
- Review the National Budget from the perspective of CAADP and MD, making recommendations for reallocations where appropriate, and monitor actual government expenditure on CAADP-related programmes;
- Review the relevant National Legislation and Regulatory Framework from the CAADP and MD perspective, making recommendations for new initiatives, resolutions and legal reform as needed;
- Monitor government progress toward meeting MD objectives, including through public questioning of relevant representatives and officials, and make recommendations for accelerated action where appropriate;
- Consult with all relevant stakeholders toward the establishment of a National Peer Review Mechanism on CAADP, involving government, parliament, private sector and civil society representatives;
- Initiate and/or support the development of sub-regional parliamentary dialogue on CAADP, and national and regional exchanges of experience and mutual learning among fellow parliamentarians and technical experts;

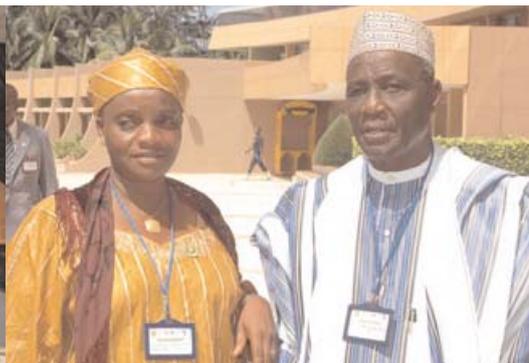
- Discuss and make proposals on the framework for a public outreach initiative to update and inform constituencies, political parties, relevant stakeholders (including youth and women) of developments around CAADP and MD;
- Enter into parliamentary dialogue with colleagues in developed countries, with a view toward informing and influencing policy-makers with regard to international agricultural policies and related trade policies;
- Ensure ratification of the AU Protocol on Rights of Women and its domestication in legislation, policies and budgets, and a review of Poverty Reduction Strategies and National Development Plans from a gender perspective.

The Chairperson will be the Chair or a Member of the relevant Committee in parliament, and other Members will represent the main political parties in parliament. Technical assistance will be provided by AWEPA and local and international expert partners.



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Other conferences

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As the MPN programme covers three African regions (Southern Africa, Eastern Africa and Western Africa), two other seminars on the same topic were held in 2007. The first one took place in South Africa (17-18 March) for the Southern Africa region. The second seminar was organised in Kenya (27-28 September) for the East African region. All the documents generated can be downloaded from AWEPA's Internet site (www.awepa.org) under the section "Projects" and at the date of the seminar. The Conference reports can be downloaded from the site under the section "Resources" or directly ordered.

A national follow-up to these seminars is planned in 2008 for each of the participating countries.

