

APNAC



AFRICAN PARLIAMENTARIANS' NETWORK AGAINST CORRUPTION

Annual General Meeting

21st – 23rd November 2005

REPORT

Background and Objectives – The APNAC Annual General Meeting is held every two years. The last one took place in November 2003 in Nairobi, Kenya while this year it was held in Accra, Ghana on the 21st – 23rd November. The meeting was planned with several objectives, of which the most important were:

- Holding of APNAC Executive elections, which take place every two years;
- Coming up with a Strategic Plan for APNAC activities and programs for the next five years;
- Meeting with donors and partners to seek further support.

Meeting Attendance and Proceedings – The participation at the AGM turned out to be very good, with 19 out of the 22 countries invited sending representatives. 16 of these were countries that already have an APNAC chapter. The countries were Angola, Benin, Burkina Faso, Chad, Gambia, Ghana, Mali, Niger, Nigeria, Kenya, Uganda, South Africa, Mozambique, Senegal, Sierra Leone, Zambia, Malawi and Democratic Republic of Congo.

Tanzania and Rwanda are the only two APNAC countries that did not send representatives to the meeting. In Tanzania, the elections were taking place, making it impossible for MPs to get away, while in Rwanda some administrative difficulties emerging at the last minute held back the members from leaving the country.

Women MPs numbered 16 out of the 39 MPs present – a 38.4% representation – this being the highest percentage of women to ever attend an APNAC regional gathering. Donor representatives present on the first day were from CIDA, DANIDA, World Bank Institute, UNDP and the Netherlands Embassy, though only CIDA and the WBI attended the special donor session on the 23rd November.

The meeting agenda was organized around three days: the first and third day focused on discussions ranging from the strategic plan of the next five years; women participation in APNAC; challenges facing upcoming chapters; donor relations, holding of the Executive elections, and meeting resolutions, while the second day was planned around a field visit to Tema Municipality (outskirts of Accra) where the MPs had an opportunity to witness a community monitoring activity organized by Ghana Integrity Initiative. The second day also afforded a courtesy call to the Speaker of the Ghanaian Parliament and a brief visit of the parliamentary premises.

Discussions around the Concept Paper – The Concept paper was written with the aim of indicating the progress APNAC has made in the last few years, outlining the activities undertaken, as well as to map out strategic goals for the next five years and possible ways of achieving them. The contents of the Concept paper therefore became the main point of focus for the AGM and most of the discussions evolved around these. Working groups formed to discuss the main issues came up with a set of recommendations which were subsequently adopted by the plenary. The most important issues involved:

- i. *The shift of the APNAC Secretariat to Nairobi, Kenya:* This proposal was adopted without any opposition at all. All members agreed that APNAC needed to demonstrate its African nature by being run out of the continent. Reasons given in support of Kenya as the base included the political stability of the country, economic viability in relation to most African countries, as well as accessibility due to a very well developed airline network.
- ii. *Continued partnership with the Parliamentary Centre* – while everyone recognized the need for APNAC to assume full responsibility for the running of the network, it was recognized that the link between the PC and APNAC should be maintained. It was therefore agreed that the PC should continue to provide support to the Secretariat for the next two years of the transition period as proposed in the Concept Paper. This support would then be phased out completely once the Secretariat in Africa became fully operational. Some of the reasons given in support for continued PC-APNAC collaboration included the recognition of the historical link between the PC and APNAC's beginnings, subsequent financial support, as well as the excellent service that the PC has since provided in terms of coordination of the network's activities. The members would like to see the PC's continuing role, especially in the area of raising funds from donors, overseeing of the transition period, monitoring of the APNAC website, and capacity-building of the Secretariat staff in Nairobi and within the local chapters;
- iii. *Creation of an Advisory Board* – The idea was rejected and deferred to the next AGM. For one, there was confusion in terms of the real definition of 'Advisory' and 'Board', especially since these terms seemed to indicate a completely different concept in the French language (*Conseil Consultatif*). Thus the main opposition to the establishment of the board was led by the francophone chapters. But most importantly, the members decried the lack of a clear explanation of the objectives and tasks of the proposed Advisory Board. If its role was to oversee the financial management of funds, it was argued, wasn't it more realistic to employ the services of an expert Financial Management Agent to do it? In addition, the fact that it would be composed of eminent persons who were not Members of Parliament also drew protests from some members who were not comfortable with the idea of non-parliamentarians 'dictating' the affairs of elected members.
As the Advisory Board or a similar structure had been mentioned by the donor partners as one of the ways for APNAC to convince funding partners of its commitment to accountability, the rejection by the plenary of the Board meant that APNAC would have to go back and review the idea and possibly come up with another structure which would fulfill this accountability requirement. During the Work Planning meeting with the Executive, the APNAC Chairman proposed to review the matter during the GOPAC conference that would be held in May 2006 in Dar es Salaam, Tanzania.
- iv. *Strengthening local chapters* – The discussion groups recommended various strategies towards achieving strong chapters at the national level. Some of these included seeking independent funding locally, which meant that all chapters must develop their own strategic plans and donor strategies; and, creating linkages with local government bodies, provincial parliaments and institutions, as well as with other APNAC chapters in the region. It was further recommended that local chapters should take the initiative in terms of developing anticorruption pilot projects that reflected the main programs of the network, such as the African Union Convention on Preventing and Combating Corruption and Related Offices, Freedom of Information

Legislation, Extractive Industries Transparency Initiative, Whistle-blowers legislation, etc. The chapters would be responsible for selecting their own local partners with whom to work on these projects. This last recommendation was raised after some chapter members said that they felt Transparency International was being forced down their throats. But it was later clarified that this was not the case and that they were free to work with any other civil society organization they chose.

Discussion with funding partners - On the first day, the meeting was attended by representatives of local donor agencies, namely USAID, the Netherlands embassy and DANIDA, as well as CIDA representative from Ottawa and a representative from the World Bank Institute. The Canadian High Commissioner, Donald Bobiash, was also very present on this first day. However, only CIDA and WBI returned on Day Three to attend the donor session.

Both CIDA and WBI expressed their delight and approval in respect of the way in which APNAC had grown since its inception; its purpose, and the work it had achieved so far. They expounded at great length about the ways in which APNAC could modify its structure and operations so as to attract future donor support for its programs. These conditions, as they put them, included:

- A strong secretariat based in Africa;
- Instituting a great accountability structure that included financial accounting and audit processes, run from Africa;
- Acquiring of a legal status.

Each of the donors elaborated further on the conditions above by providing a set of additional recommendations.

For the WBI,

- APNAC needed to highlight more often the fact that it was the model for GOPAC. In other words, show that the world is borrowing from Africa;
- APNAC faced the serious challenge of financial sustainability and as such there was a need for the network to have a distinct legal identity and a set of audited accounts that are not PC accounts. This on the contrary does not mean that PC could not manage APNAC accounts but APNAC needs to be seen to be (perceptions being vital), as well as be, an African organization;
- Relocation to Nairobi of the APNAC secretariat was extremely important from a point of view of ownership, but also to better access donor funding, which is increasingly being handled at the local donor agency levels in various countries, as there is currently a decentralization trend in effect;
- In terms of sustainability, there should be a financial relationship between chapters and the regional secretariat, whereby for instance, every 1% of the money raised by chapters should be channeled back to the Secretariat and vice versa, (particularly to those chapters with difficulties);
- APNAC needed to raise its profiles where donors are concerned and hence the need for a communication strategy e.g. development of brochures and pamphlets outlining the goals and achievements of APNAC. It is also important to highlight results in terms of impact on the ground (i.e. report on programs, not conferences);
- There was a need for a strategic approach to APNAC's work. In other words, there was a need for prioritization of programs as opposed to a shopping list of activities to be accomplished. Towards this end, therefore, there was a need to identify 'low-lying fruit' – working towards achievable and fast results. For instance, the development and endorsement of an African Parliamentarians' Code of Conduct would be one achievable and remarkable result.

In terms of WBI support to APNAC, the WBI promised it could assist in training APNAC members and would be happy to partner with the PC to deliver the training. It would support video conference dialogues; support the development of APNAC's own material and publications. In addition, once APNAC attained legal status, it could help the network apply to the WBI's Institution Development Grant, a competitive fund put in place to aid the growth of organizations in developing countries. And finally, the

WBI would facilitate, on APNAC's behalf, linkages with other bodies such as the IPA, CPA, APF and PoNWB.

For CIDA:

- For the Pan-African branch of CIDA to be able to support APNAC, the network must be purely an African organization that operates across more than one region of the continent;
- APNAC must have a local contribution (to underline ownership) as well. This could be 5% or 10% of the overall support, which could be in various forms, monetary or in-kind;
- CIDA support would only be operational in 2007, if forthcoming, but in the meantime efforts would be made to access some transitional aid. In terms of support to the APNAC secretariat, CIDA would be willing to make funds available for the training of staff as well as payment of their salaries, the only condition being that the staff must be represented regionally i.e. not be from only one region of Africa;
- CIDA would be able to support detailed program activities and with this respect, APNAC should send a detailed proposal, developed along Results-Based Management principles, to the Pan-African Branch of CIDA.

At the beginning of his intervention, the CIDA representative made it known that he had been sent to the AGM with specific instructions to make recommendations on whether it was better to support APNAC or the Pan African Parliament (PAP). At the end of this session, he made it very clear that his recommendation to Ottawa would favor APNAC over the PAP. APNAC, he said, has an advantage over the PAP in that the network was existing and already operational.

APNAC Executive elections – there were carried out in a very orderly and efficient way. The new Executive elected has balance in both gender and regional representation. Four out of the 10 members of the Executive are women, including the Vice-Chair. Only two members of the out-going Executive were re-elected and these included the Chair (re-elected unopposed) and the representative from Central Africa. Thus here is the composition of the new APNAC Executive:

Chairperson	-	Hon. Augustine Ruzindana (Uganda)
Vice Chair	-	Hon. Aminata Mbaye (Senegal)
Eastern Africa	-	Hon. Justin Muturi (Kenya)
Eastern Africa	-	Hon. Sarah Nyombi (Uganda)
Southern Africa	-	Hon. Catherine Namugala (Zambia)
Southern Africa	-	Hon. Eduardo Namburete (Mozambique)
Central Africa	-	Hon. Patchili Bouzabo (Chad)
Central Africa	-	Hon. Robert Munkoko (DRC)
Western Africa	-	Hon. Nkechi Nwaogu (Nigeria)
Western Africa	-	Hon. Issaka Ali (Niger)

During the work planning meeting that took place on Day Four with the new Executive, there was an attempt to redefine the role of the Executive body to make it more effective. This role was translated into several tasks which include:

- i. To strengthen local chapters in their regions;
- ii. To stimulate the formation of new chapters;
- iii. To give guidance to chapters;
- iv. To raise the profile of APNAC in their region;
- v. To coordinate regional activities;
- vi. To provide regional reports on a bi-annual basis to the APNAC Secretariat (and to contribute to the Newsletter and website);

- vii. To work in close collaboration with the Secretariat (for instance, to inform the Secretariat of events they should take part in that are happening in the region); and
- viii. To create linkages for APNAC with regional bodies having an anticorruption agenda, such as SADC-PAC, EAPAC, etc.

Gender strategy – The meeting placed much emphasis on gender issues and out of the session on increasing women participation in APNAC, several observations were raised. For one, there was the universal problem of patriarchy which limited the decision-making power of women. This problem was also ingrained in African Parliaments. Secondly, in matters of anticorruption, there was a general perception that women are ‘less corrupt’ than men and constituted the greatest number of whistle-blowers. It was however recognized that since the first AGM in Nairobi where APNAC has resolved to be gender sensitive, various efforts had been made to increase women representation in APNAC. But these efforts were limited by the fact that women representation in African Parliaments was not equal to that of men, and thus there would never be a 50-50 balance between APNAC men and women in terms of numbers. The recommendations emerging out of the sessions identified several gender strategies that should be put in place:

- There needed to be gender balance in APNAC, especially in terms of representation at the Executive level and local chapter leadership, to increase the visibility of women anticorruption advocates within parliaments.(APNAC-Uganda has 4 women out of 5 in their Executive committee);
- APNAC women must reach out to fellow women MPs and encourage them to speak out on issues of corruption, especially since most of these women were elected into parliament on an anticorruption ticket. And because women have little or no corruption skeletons of the past, they were more than qualified to advocate for anticorruption policies;
- APNAC women must strive to increase the membership of women not only in APNAC but also in Parliament. There is therefore a need to devise an APNAC strategy *vis-à-vis* the Gender Equality Network that already exists and to work in collaboration towards streamlining the activities and objectives of the two networks. For instance, back to back events between APNAC and the Gender Equality Network could be held so that a maximum number of women MPs are reached. In addition, APNAC women needed to attend activities of the Gender Equality Network as resource persons, where possible, so as to sensitize women MPs on matters of corruption and how to fight it.
- It was strongly recommended that the issue of repression of women should not be trivialized by APNAC and that punitive measures should be applied to those APNAC countries that did not conform to gender sensitivity.

AGM Resolutions

The APNAC Annual General Meeting in Accra, Ghana hereby resolved that:

1. *(a) APNAC should make every effort to move its Secretariat from Ottawa, Canada to Nairobi, Kenya at the earliest convenience, and take immediate action to assume full legal status consistent with the laws and regulations of Kenya. (b) Likewise, local chapters should also comply with the laws of their own countries and the rules and regulations of their parliaments;*
2. *APNAC should ensure gender sensitivity in its activities and programs;*

3. *National chapters should source for funding for their national activities;*
4. *All national chapters should lobby national governments and parliaments for ratification of the African Union Convention on Preventing and Combating Corruption and Related Offences;*
5. *All APNAC activities should be audited;*
6. *Election and Corporate Social Responsibility monitoring should be activities of APNAC;*
7. *APNAC should call on developed countries' banks to disclose bank accounts and other assets of past and present African leaders in their respective countries; and*
8. *APNAC should institute accreditation criteria for national chapters.*

Meeting Organization and Lessons Learned– The AGM preparation and proceedings were conducted in a very efficient way and there were no major logistical problems experienced. This was due, partly, to the important role played by the Ghana office in terms of logistical preparations. The PC team worked exceptionally in tandem and attended to all matters to make the event a huge success.

Ghana as a venue proved to be quite pleasant – great weather and a high quality hotel. However, convenience in terms of air flights proved to be a financial and logistical nightmare. Participants could only leave the country two days (and some four days, such as the Chad delegation) after the event had finished due to the fact that there were simply no flights out of Accra immediately after the meeting. This calls for the AGM organizers to review transportation issues carefully in the future, especially when selecting the dates of a particular event.

Some grievances were expressed by the members of APNAC-Ghana who felt that the timing of the meeting was unfavorable to them as it came when they were very busy with the budget process in parliament, thus limiting the frequency and length of their attendance at each day's sessions. They also expressed disappointment at having not been more involved in the planning of the AGM in the area of logistic arrangements. For instance, they would have liked to arrange for more elaborate protocol and security measures for the visiting MPs, not that any of these were particularly necessary for this meeting.

In terms of the content of the AGM itself, it would be important to consider including in the future some sessions on the basic understanding of what corruption is. It was clear on observing the participants that not all (especially the new chapters) were at the same level in terms of their anticorruption knowledge.

Another observation was that with the confirmed entry of lusophone countries (Mozambique and Angola) in the APNAC family, language considerations and logistics have to be immediately reviewed. Portuguese will now have to be fully integrated in all proceedings and documentation of the network, with obvious implication on staff and finances. The short term relief, however, is that the regional Executive representing the Portuguese speakers is fully bilingual in English and so communication during the transition phase will not be affected.

Several discussions and conclusions made during the meeting by PC staff have led to an evaluation of some of the activities already included in this year's work plan. For instance, due to shortage of time, it makes more sense for the training sessions planned for January (English West African chapters) and May (new and upcoming chapters) to be combined into one that will take place in April or May in Mozambique. The decision has been made in view of the enormous work within the next few months to

develop sound proposals for donor partners, an exercise that will keep PC staff fully occupied and with no time to plan a training session.

The choice of Mozambique is three-fold: for one, it will be the first time that APNAC holds an event in a Portuguese-speaking country (thereby confirming Portuguese as a working language of APNAC and reaching out to both the parliaments of Angola and Mozambique) and secondly, as most new chapters are from the Southern African regional countries, it will be easier in terms of proximity. Finally, combining the two events creates a financial advantage that will allow the number of participants to increase proportionately.

Areas for Immediate Follow-up:

- Investigation into Kenyan law and regulations with regard to registering APNAC as an independent organization in the country, and taking steps towards this end;
- Further elaboration of the role and function of the APNAC Secretariat in Nairobi;
- Development of a comprehensive funding proposal to be sent to CIDA. The proposal could be in two parts: a transition strategy plan and the program implementation plan;
- Coordination with WBI to acquire training material to be used towards the training session in May 2006.

Participants List:

Angola: Daniel Domingos; Alexandre Neto Solombe

South Africa: Patricia de Lille; Avril Harding;

Mozambique: Maria Angela Manjate; Eduardo Namburete;

Malawi: Nancy Tembo; Mzembe Chaweya

Zambia: Catherine Namugala; Charles Banda

Zimbabwe: Willias Madzimure; Thokozani Khupe; Mabel Mawere

Kenya: Justin Muturi; Gladwell Otieno (Kenya)

Uganda: Augustine Ruzindana; Sarah Nyombi; Muruli Mukasa

Nigeria: Essien Nduese; Nkechi Nworgu; Amadi Ezemonye (APNAC –Nigeria secretary)

Niger: Issaka Ali; Gado Boureima (TI-Niger)

Mali: Siaka Bagayoko; Oumou Sangare

Senegal: Doudou Wade; Aminata Mbaye

Burkina Faso: Marlene Zebango; Ernest Soulama

Benin: Sylvain Akindes; Ramatou Baba-Moussa

Chad : Ouchar Tourgoudi ; Patchili Bouzabo ; Koumangoto Djimadoumadji ; Djibombe Tapol

DRC : Robert Munkoko

The Gambia: J.T.K. Green-Harris; Nyimasata Sanneh

Sierra Leone: Agnes Kobba; Ibrahim Bundu

Ghana: Doe Adjaho ; Daniel Batidam (GII); About 8 APNAC MPs attended at various stages of the 3-day meeting

Canada: Donald Bobiash (High Commissioner); Praimie Yip (PC); Rasheed Draman (PC); Charity Wakaba (PC)

Donor representatives: Dieudonné Luniaga (CIDA); Rick Stapenhurst (WBI); Ted Lawrence (USAID); Katrine Madsen (DANIDA); one representative from the Netherlands Embassy

*Parliamentary Centre
Ottawa, November 2005*