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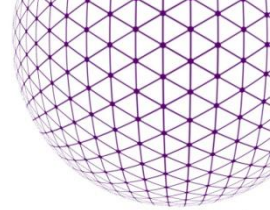
IPU Self-assessment exercise with the Rwandan Senate

Greg Power

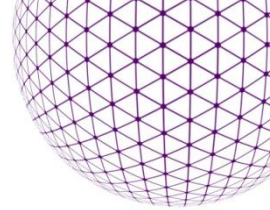
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Purpose and process



- Assessment with appointed Senate (26 members) and elected Chamber of Deputies (80 members)
- Took place in two week-long exercises
 - December '08 and March '09
- Aim to reflect on and revise the parliament's strategic plan
 - Mid-point of strategic plan
 - Followed recent election of 50% new MPs

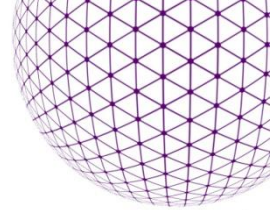


Process

Designed to be used flexibly.

Five stages in this exercise

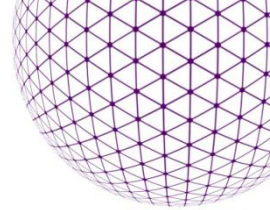
- Appoint *ad hoc* committee
- Examine, amend, adapt toolkit questions
- Distribute amended questionnaires to members
- Collation and analysis of results
- Deliberation, discussion and recommendations



Limitations

- Differential application means wide variety in results
- Few definitive quantitative outcomes
- Quality of results depends on the willingness of the members
- Little scope for cross-country comparison

Themes & outcomes - 1

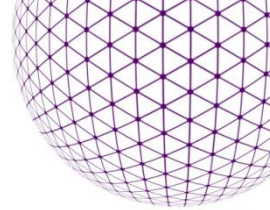


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Recruitment, training and retention of staff

- Revealed as a problem across institution
 - Committee and plenary
 - Legislation and oversight
 - Lack of specific technical skills (legislative drafting, financial analysis)

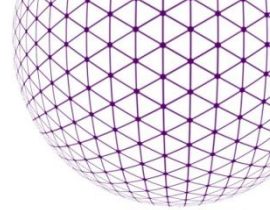
Themes & outcomes - 1



Recruitment, training and retention of staff

- Role of staff within institution
 - Continuity, stability, independent and authoritative advice
- Problems in recruiting and retaining
 - How to convince staff its worth joining and staying within parliament?
- Structured incentives and obligations
 - Career structure, professional development

Themes & outcomes - 2

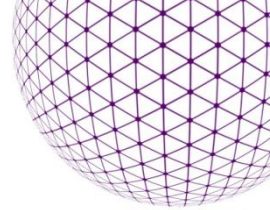


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The gap between 'having' and 'using' power

- Three dimensions to the problem
 - i. Lack of capacity
 - Legislative scrutiny processes
Staffing and time limitations
 - Initiating legislation
Need for outside expertise

Themes & outcomes - 2



The gap between 'having' and 'using' power

ii. Lack of understanding

- Questioning ministers

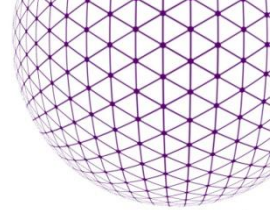
Agreement that process 'very good'

But, questions used infrequently

Senators did not know provisions existed

Deputies not trained in oversight (especially new MPs)

Themes & outcomes - 2

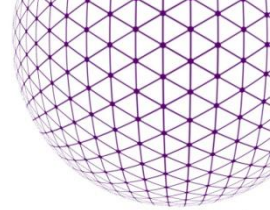


The gap between 'having' and 'using' power

iii. Lack of political will

- Consensual approach to politics – scrutiny too adversarial
 - Few incentives to use oversight opportunities
 - But, budget scrutiny improvements, especially around gender
- Procedures sound, but application highlights parliamentary weaknesses

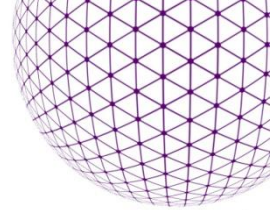
Themes & outcomes - 3



Identifying roles outside the rules

- Tendency to seek rules-based solutions
 - Useful for specific, technical problems, but unlikely to fundamentally change parliament- Executive relationship
 - Rule change difficult to achieve
 - Outcomes uncertain
 - Can make things worse, especially where Executive dominates

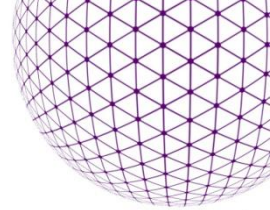
Themes & outcomes - 3



Identifying roles outside the rules

- Three new roles for the Senate
 - Post-legislative scrutiny – checking on the implementation of laws
 - Financial scrutiny – justifying recommendations to the Chamber of Deputies
 - Foreign policy oversight – drawing on outside expertise
- The ‘obvious’ answer was not always most suitable

Strengths of IPU toolkit



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- **Strategic analysis**
 - Allows a level of detailed introspection
- **Issues emerge from members**
 - Flexible use of questions
 - Context specific analysis
- **Deeper understanding of causes**
 - institutional constraints
 - Internal incentive structures
- **Ownership**
 - Members drive the process and own the results