
CABRI/IBP Workshop

Fiscal Transparency and Participation in the DRC

- Initial diagnosis
- Preliminary recommendations

Provisional general findings

- There has been positive progress in transparency and participation in recent years
- There are numerous opportunities to increase the level of transparency and participation
- There are divergences in the understanding of the concepts of transparency and participation
- The implementation of reforms in the fields of transparency and participation remains a constant concern
- Internal exchanges of information are difficult because of the fragmentation of Ministries and departments responsible for public finances

Provisional findings - transparency

- There have been some positive initiatives (for example: the publication of documents by the Budget Ministry, even though they have not been comprehensive, systematic or timely)
- There has been a change of attitude in favour of greater transparency, but this is occurring at different rates depending on the role-players, departments and institutions
- The difference between the concept of the publication of documents and that of the effective dissemination of information is not clearly understood
- The lack of a legal framework regulating access to public information is an obstacle to transparency
- As long as there is not full compliance with the expenditure chain limiting non-recurrent expenditure, problems of transparency will continue to exist

Provisional findings - participation

- The concept of participation is not clearly dissociated from the concept of transparency.
- The participation is more effective at the preparation and review stages than at the budget execution and monitoring stages but it remains limited.
- The plethora of administrative departments complicates the participation of external role-players.
- Sometimes, people in certain departments are also uncertain about the capacity of civil society to participate.

Diagnosis : Budget documents in RDC in 2012/13

8 documents required by the IBO	Produced	Released	Team's comments
Pre-Budget Statement (PBS)	Yes	Yes	PBS shared and discussed but not submitted to the National Assembly within the prescribed timeframe
The Executive Budget proposal, including a budget summary and supporting documents	Yes	Yes	The Finance Bill
Enacted budget	Yes	Yes	The Finance Act
Citizens' Budget	Yes	Yes*	*Even though, the document is published, it is not released within the timeframes required by the IBO. Furthermore, it is too technical as a Citizens' budget.
Monthly or quarterly reports on the implementation of the budget	Yes	Yes	The Budget monitoring statements (BMSs)
In-Year Report (or Mid-Year Review)	No	No	The Mid-Year BMS does not constitute an Mid-Year Review
Year-end Report	Yes	No	Analysis needs to be improved
Audit Report	No	No	Comments by the Court of Auditors on the Budget Review Act

Initial Diagnosis : Situation concerning the implementation of the 6 principles of PARTICIPATION

- 1.** Participation should occur throughout the budget process – **Partially successful: participation takes place during the drafting and review of the budget but only during part of its execution (ARMP).**
- 2.** Public engagement should complement and support the roles of legislatures and SAIs in budget oversight and of the executive in budget formulation and execution – **Partially successful : the Supreme Audit Institutions do not involve civil society sufficiently**
- 3.** Participation should have a legal basis– **Provisions in this regard in the LOFIP remain to be clarified**

PUBLIC PARTICIPATION in the budget process : what is it ?

4. The purposes for public engagement should be publicized in advance. The Government should clearly specify the scope of the consultation – **Not compliant: invitations are not sent in a timely manner**
5. Multiple mechanisms for public engagement at the different phases of the process and for consultation of the diverse segments of the population – **Not compliant: there are no formal mechanisms**
6. It is important to explain to the public how its inputs have been used in budget decisions, execution, and oversight – **not done**

Few preliminary cross-cutting recommendations (1)

- Analyse the current content of key documents in comparison with the standards of comprehensiveness required by the IBP in order to identify ways to improve them
- Go beyond the mere publication of documents by developing a dissemination strategy, using the press for example
- Emphasise the usefulness of the civil society consultation framework in providing organised and permanent contact persons;

Few preliminary cross-cutting recommendations (2)

- Strengthen the capacity of the administration for the preparation and budget monitoring
- Improve the functionality of the websites of the Budget Ministry, Finances and Planning
- Strengthen the capacity of civil society (including the media) at all levels in understanding financial legislation, budget analysis, how to use reports, monitoring, execution and evaluation
- Include civil society in preparing draft action plans and legislation in COREF (Steering Committee for Public Finance Reform)

Opportunities/Starting points

- New budget schedule
- Development of the SPPFR action plan, which is currently being reformulated, coordinated, oriented and driven by COREF
- Development of the IGF (Inspector-General of Finance) text
- Development of the GFG (Good Financial Governance)
- Civil society consultation framework
- Donors' projects