



GLOBAL PROGRAMME FOR PARLIAMENTARY STRENGTHENING
Strong Democratic Parliaments for Human Development

Strategic Plan Outcome(s)/Indicator(s):

UNDP Strategic Plan, Key Result Area 2.2:
 Strengthening Responsive Institutions: Outcome 5:
 Legislatures, regional elected bodies and local
 assemblies have strengthened institutional capacity,
 enabling them to represent their constituents more
 effectively

Expected Outcome(s)/Indicator (s):

Strengthened capacity of parliaments

Expected Output(s)/Annual Targets:
(GPRP/CP outputs linked to the above CP outcome)

(See Annexed Resources and Results Framework)

Executing Entity:

UNDP (DEX)

Implementing agencies:

UNDP

Programme Period: 2009-2012
 Project Title: Global Programme for Parliamentary
 Strengthening (GPPS III)
 Project ID: _____
 Project Duration: 2009-2012
 Management Arrangement: UNDP

Total Budget	\$	22,500,000
<u>Allocated resources:</u>		
Donor: Gov. of Belgium	\$	15,589,000
UNDP TRAC Resources	\$	400,000
French Ministry of Foreign Affairs		
	\$	155,890
(CPR Trust fund –TBC)	\$	1,000,000
Unfunded budget:	\$	5,405,110

Agreed by (UNDP):

Olav Kjørven
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Executive Summary:

Support to the achievement of the internationally agreed development goals, including the Millennium Development Goals, is UNDP's core business, as reflected in its strategic plan, 2008-2011. UNDP has a clear objective to accelerate global progress on human development, with emphasis on MDGs, gender equality, capacity development and South-South cooperation. The 2002 Human Development Report, 'Deepening Democracy in a Fragmented World', recognized parliaments as an important element of democratic governance, necessary to advancing human development. Parliaments are a key driver of development as institutions strengthening the mechanisms of responsiveness and public accountability to the concerns and interests of poor people, women, and other vulnerable or excluded groups. This vision moves UNDP's work with parliaments beyond institutional capacity building to reinforcing parliaments for development effectiveness, assisting the representative institutions in playing a more central role in both policy decision making and in oversight on the delivery of the policies. Furthermore recent research has also linked the presence of a strong parliamentary institution with the existence of a strong democracy and an open society.¹ Capacitated parliamentary institutions are critical to the establishment and consolidation of democracy since they empower ordinary people to participate in the policies that shape their lives.

This global programme, which is the third phase of the Global Programme for Parliamentary Strengthening (GPPS III) has as overall objective the strengthening of parliaments' capacity for deepening democracy and delivering human development. Particular emphasis will be put on Parliaments' contribution to Government Effectiveness, MDGs and women's political empowerment.

GPPS III builds on two prior phases (GPPS I 1999-2003 and GPPS II 2004-2008) and seeks to accomplish the overall objective by linking national, regional and global approaches, through the following specific objectives: 1) to provide leadership and advocacy in the field of parliamentary development at the global level, 2) to ensure that expertise developed through GPPS III strengthens parliamentary development programming throughout UNDP and the UN system, 3) to support South-South regional cooperation and promote regional knowledge development and exchanges, and 4) to support parliamentary development at the national level in Algeria, Benin, Lebanon, Mauritania, Morocco, Niger, Rwanda and document and share those experiences.

At the global level, activities will help UNDP to continue to play a leadership and advocacy role in the field of parliamentary strengthening through a bi-annual consensus-building and agenda-setting Parliamentary Development report, through continued efforts towards the establishment of benchmarks and standards for democratic parliaments, and various Parliament and Government Effectiveness initiatives. GPPS III will also contribute to sharing Parliamentary development expertise within the UN and beyond, through the creation of a Parliamentary Knowledge Portal, Staff Training, and an Emerging Needs Support Mechanism. At the regional level, GPPS III will focus on the exchange of good practices and knowledge creation and dissemination in the Arab States and West and Central Africa. The activities implemented at the regional level will also facilitate the piloting of sensitive issues that cannot easily and immediately be tackled at the national level, such as parliamentary oversight of the security sector. At the national level, GPPS III interventions will initially be limited to Algeria, Benin, Lebanon, Mauritania, Morocco, Niger and Rwanda. It is the intention to add countries from other regions if additional resources are mobilized. The national support efforts intend amongst others to reinforce parliament's engagement in achieving the MDGs, to build budget oversight and fiscal and economic analysis capacity, to support parliaments' contribution towards the implementation of the UN Convention Against Corruption and to reinforce women's political participation and gender sensitive policy making.

The total project budget is 22,500,000 \$, for the four-year period covered under the UNDP Strategic Plan (2008-2011).

¹ Fish, Steven M. (2006), "Stronger Legislatures: Stronger Democracies," *Journal of Democracy*, 17,1 (January), 5-20

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I. Context and Situation Analysis

A. Parliamentary Development in the United Nations

Since the mid 1990s, support for parliamentary development has become an important and growing area of support for the United Nations Development Programme, as a mechanism to increase the representation and accountability to the poor and disadvantaged groups. In 1995, UNDP had five parliamentary development programmes active at any one time; currently there are over 60 parliamentary development programmes, from Algeria to Mozambique and Timor Leste to Uruguay. UNDP is now supporting parliaments all over the world and is a recognized leader in this important pillar of democratic governance. The Global Programme for Parliamentary Strengthening (GPPS I (1999-2003) and II (2004-2008)) has played a significant role in the growth of parliamentary development programming in UNDP and in developing UNDP's expertise in this field.

The potential of parliamentary development to improve human development has been recognized almost since the creation of the Millennium Development Goals themselves. In its 2000 report to the Secretary General, entitled *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*, the Millennium Project noted the importance of parliaments:

For their part, parliaments are important in convening and promoting public debate on the best means of developing and implementing an MDG based poverty reduction strategy. Parliamentarians can give voice to constituencies in remote and historically underserved areas, and they should provide a critical check on government by demanding public reviews of expenditures, by pointing out inequalities in implementation, and by making sure the policy debates on how to deliver services are linked quantitatively to the MDG and specific targets. The power to question government decisions publicly and to prevent the suppression of information is one of a parliament's foremost responsibilities.²

The 2002 Human Development Report, *Deepening Democracy in a Fragmented World*, underscored the idea that politics is as important to human development as is economics. Parliamentary development was recognized as an important element of democratic governance, necessary to advancing human development. The 2002 HDR underlined the idea that democratic governance requires "a system of checks and balances based on the separation of powers, with independent judicial and legislative branches"³ In particular, that "in many new democracies...the legislature often plays a limited role in policy making—for example with budgets discussed only at their final stage in many parliaments"⁴ It noted that legislatures often simply lack technical capacity, office space and access to information. However, it also noted that, "many countries are trying to confront these problems with mixed success. In addition to providing parliaments with equipment, procedures and adequately trained professional staff, they are introducing innovations and structural reforms to reinforce checks on abuse of power. And they are strengthening parliamentary committees to foster more effective decision making and to monitor the executive."⁵

Support to parliamentary partners who are trying to strengthen their own institutions has been growing since that period. In the 2004-2008 Multi-Year Funding Framework, parliamentary development was first recognized as a separate service line of UNDP's support. Evaluations of this work of UNDP have been extremely positive, recognizing that the parliamentarians are an important potential driver of change and programs in support of parliaments can sometimes have a disproportionately large impact relative to the expenditures. In the UNDP Administrator's Report to the UNDP Executive Board, *Multi-year Funding Framework Cumulative Report on UNDP Performance and Results for 2004-2006*, the potential for disproportionately large impacts was noted. The report noted that although expenditures for parliamentary development represented only 2 per cent of total programme expenditure in the democratic governance

² Millennium Project, *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*, p. 116 (2000).

³ 2002 Human Development Report, *Deepening Democracy in a Fragmented World*, p. 4.

⁴ *Ibid.*, p. 72.

⁵ *Ibid.*, p. 73.

practice, "roughly 45 countries per year reported results under this service line. Most parliamentary development programmes were fairly small in scale. Nevertheless, since parliamentarians represent an important segment of political leaders, low-cost programmes can have a large impact on the quality of democratic governance."⁶ As a result, parliamentary development retains its prominence in the UNDP Strategic Plan for 2008-2011, where it constitutes a separate outcome under key result area 2.2, *Strengthening Responsive Institutions*. In the 2008-2011 Strategic Plan, *Accelerating Global Progress on the Millennium Development Goals*, the strategic plan singles out "strengthening legislatures, regional elected bodies and local assemblies" as a specific outcome. As a "mechanism of responsiveness and public accountability", strengthening legislatures can be critical to the protection of the "concerns and interests of poor people, women and other marginalized groups".⁷ The Strategic Plan outlines a shift from strengthening parliaments by building their institutional capacity to also focus on strengthening parliaments for development effectiveness (on issues such as MDGs achievement or Gender Equality)

In addition to the general support for parliamentary development, the United Nations system has also recognized the important role that parliament can play as a method of achieving other UN goals. For example, the United Nations has consistently recognized both the positive role that parliaments can play in strengthening women's political empowerment, and the need to increase the overall global level of women parliamentarians. In the *2002 Human Development Report*, it was noted that "worse outcomes for women in many aspects of human development result from the fact that their voices have less impact than men's in the decisions that shape their lives."⁸ It also drew a link between the more limited voice of women and the fact that "women are seriously underrepresented in domestic politics, accounting for only 14% of national parliamentarians" and noting that "a number of Arab states have no female representation".⁹ A number of other objectives in democratic governance have also been tied to the issue of parliamentary development, including work on human rights, anti-corruption, and crisis prevention and recovery. The *2008-2011 UNDP Strategic Plan* notes that, often, "weaknesses in accountability systems involve a lack of interaction between government and parliament."¹⁰ The 2007 Annual Report of the UNDP Administrator, *Making Globalization Work for All*, captures this idea of parliaments as "a pivotal point for democracy", and graphically in the following chart¹¹:

A pivotal point for democracy
In strengthening the capacities of national parliaments to be representative and accountable UNDP supports countries progress on a range of other issues.



⁶ Multi-year funding framework cumulative report on UNDP performance and results for 2004-2006, p. 20.

⁷ UNDP Strategic Plan 2008-2011, *Accelerating Global Progress on the Millennium Development Goals*, paragraph 85.

⁸ 2002 Human Development Report, *Deepening Democracy in a Fragmented World*, p. 23.

⁹ *Ibid.*, p. 16.

¹⁰ UNDP Strategic Plan 2008-2011, *Accelerating Global Progress on the Millennium Development Goals*, paragraph 85.

¹¹ UNDP Administrator's Annual Report, *Making Globalization Work for All*, p. 23.

With the expansion and institutionalization of parliamentary development within UNDP, the needs for support have also continued to grow. Continued technical leadership in the international community is now more needed than ever, given increased donor attention to parliamentary development and given new entrants to the parliamentary development field. In light of the Paris Declaration on Aid Effectiveness, the donor community is increasingly looking to parliaments to play a more robust role in overseeing budget expenditures, particularly in countries where direct budget support is increasing. However, the gap between these expectations and reality in many countries remains large. There is a continued need to ensure that learning regarding parliamentary development is better disseminated, both within the UN system and externally, to ensure a minimum level of technical quality throughout UNDP's programming and to ensure that lessons learned are better shared throughout the international community.

B. Summary of GPPS I and II

The primary vehicle for supporting the UNDP's efforts in strengthening parliaments, and for building global knowledge in the field, has been the Global Programme for Parliamentary Strengthening (GPPS). The proposed third phase of the GPPS programme (GPPS III) builds on eight years of experience with prior phases of the GPPS. The first programme phase, GPPS I (1999-2003), was largely responsible for supporting the growth of parliamentary development programming in UNDP and building partnerships with multiple actors active in this field. The second phase, GPPS II (2004-2007), helped to institutionalize parliamentary development in the practice architecture of UNDP, to further strengthen programming capacity, and to strengthen the linkages between country, regional and global programming.

In May 1999, UNDP launched the first Global Programme for Parliamentary Strengthening (GPPS I) with a generous four-year contribution of nearly US\$ 6,000,000 from the Government of Belgium. At the time, GPPS I was considered innovative in its implicit shift beyond 'economic and management' aspects of governance, towards political characteristics which are now widely recognized as crucial in shaping governance and process outcomes. Conventional development interventions had, by and large, until the late 1990's, bypassed political institutions such as the legislature, focusing on empowerment at grassroots levels and improving public sector management as means to bring about economic growth and human development. The primary aim of GPPS I was to study variables critical to improving the international community's understanding of how parliamentary democracy could be strengthened in developing countries and to test those variables through pilot initiatives. Concurrently, GPPS I aimed to develop UNDP's competency as a central actor in the field of parliamentary development – recognizing UNDP's unique comparative advantage as a UN agency, to be an effective development partner in this field. GPPS I tested various parliamentary capacity strengthening modalities in 12 diverse countries representing all regions of the world. Over 20 new partnerships were forged with parliamentary service providers, associations and NGOs/CSOs to find optimal service delivery modalities. The lessons learned through the GPPS I initiatives were well documented, contributing to a volume of learning captured and enumerated in UNDP's 'Parliamentary Development Policy Guidance Note' released in March 2003. Most notably, an extensive mid-term evaluation was conducted from May-August 2002 identifying lessons learned as well as ways forward for the GPPS II.

GPPS II (2004-2008) was funded at the level of US\$ 8,300,000 over the next four-year period by the Government of Belgium. GPPS II maintains the overall objective of strengthening the capacity of parliaments and improving the ability of elected officials to represent and be accountable to the will of the people. As a global programme with a learning agenda, GPPS II more systematically linked national, regional and country level initiatives and explored new themes. Based on the lesson learned of phase 1 that you need a critical mass of resources to achieve impact and on the fact that funding was remaining the same level as for phase 1, it was decided to limit the number of national parliaments benefiting from

more significant funding and to focus in particular on two regions. In particular, GPPS II has the following components:

- *Country-Level Programming.* GPPS II supports larger and more strategic (and challenging) country level programming (in Algeria, Benin, Lebanon, Morocco and Niger). With matching support from the country offices, these programs are designed to strengthen the parliament in their respective countries and contribute to democratic outcomes in those countries. In addition, the programs seek to test alternative parliamentary development approaches in these program countries, documenting the lessons learned to contribute to the body of knowledge on what works and what does not in parliamentary development and share it with the larger UNDP practice.
- *Regional Programming.* GPPS II also complements this programming at the regional level. Regional programs in GPPS II were designed in order to help disseminate learning at the country level throughout the region and beyond. In addition, however, regional programming has been helpful in initiating discussion and debate on issues that are viewed as very sensitive in specific countries (e.g., in the Arab States region, political party law reform and security sector oversight by parliament). Where possible, GPPS regional initiatives engage regional parliamentary associations or institutions with a secondary objective of strengthening their capacity through the process; Particular efforts are also made towards developing regional specific knowledge such as on non-schooled MPs in West Africa and parliamentary rules of procedure in the Arab region.
- *Global Programming.* At the global level, GPPS II has focused on key issues in the parliamentary development community of practice. The effort has been both to inform the debate at the global level based on country and regional level experience, but also to ensure that programming at the national and regional level is informed by developments in the larger community of practice. In the GPPS II, global initiatives include major undertakings on women's political participation (including the iKNOW Politics network – www.iKNOWPolitics.org), parliaments and crisis prevention and recovery (including the *Guidelines for the International Community on Parliaments and Crisis Prevention and Recovery*), the development of minimum benchmarks for democratic parliaments and an exploratory initiative on the representation of minority groups in parliament.

C. GPPS II Mid-Term Evaluation and Recommendations for GPPS III

An extensive evaluation of the GPPS II programme was conducted and finalized in February 2007. National pilot projects were visited in all the countries where GPPS is operating, intensive briefings were held with the key program staff both in New York headquarters and Brussels, as well as in the field, and the project documentation and written products were reviewed. The full text of the evaluation is available on-line, and provides a detailed analysis of impacts at each of the program levels.¹² The overall conclusions of the evaluation were very positive and included the following findings:

Evaluation summary

- GPPS II had leveraged relatively limited resources into some major impacts at the country level. In Niger and Benin where the project has been operating for 6 years, substantial strengthening of parliament and deepened democratization is noted. Longer-term interventions were found to be correlated with project effectiveness.
- The regional programmes, particularly in the Arab region, have allowed sensitive issues who may act as a nucleus to bring forward democratic reforms both during and after the

¹² <http://www.undp-democratic-governance.org/pdfs/docs/GPPS%20Mid-Term%20Evaluation%20Final.pdf>

end of the programme

- The transversal theme of supporting strengthening of the role of women parliamentarians at all the intervention levels of GPPS has been applied systematically and generated positive results at the national, regional, and global levels.
- The global initiatives have fostered innovative approaches to tackle fundamental problems of parliamentary development, including institutionalization of parliamentary institutions in post-conflict societies, encouragement of greater women's involvement, and establishment of benchmarks for effective democratic parliaments.
- The programme's three activity levels (global, regional and country-level) have been effectively integrated in several project aspects; particularly in the parliaments and conflict prevention and recovery project, and in building links with developed country parliaments such as in Belgium and France. While the program involved significant intraregional South-South sharing of expertise and learning (e.g., in the Arab States and West Africa), more could be done to foster inter-regional South-South exchange of experience.
- The programme's 'thin', 'virtual' organizational structure allows flexibility, swift response to emergent issues, and appropriate risk-taking. This is a cutting edge approach to the organization of a global governance programme. This was also greatly facilitated by a strong relationship with donor, the Government of Belgium.
- Facilitation of norm-setting global initiatives in areas of conflict prevention and reduction, and overall democratic functioning, represent a contemporary approach to transnational democracy-building.

In addition to the main findings, the evaluation made a number of specific recommendations for future programming. The evaluation found that the GPPS programme was operating smoothly and is ready to consider programme enlargement. In addition, the evaluation recommended the following elements for a third phase of the GPPS programme:

- Application of the global parliamentary development strategies at the national level should be strengthened, particularly to build on the guidelines for parliamentary development in post-conflict situations.
- In order to facilitate swift response to emerging needs for parliamentary development, particularly in post-conflict situation, a Rapid Response Fund should be established within GPPS, with clear criteria for use and a streamlined approval process involving the Fund donor(s).
- For current national pilots, further GPPS support should, where possible, be part of national parliament plans for strategic, long-term institutional development.
- In selection of possible expansion countries, regional and thematic coherence should be maintained where possible.
- With respect to regional programming, the Arab region working groups on political party legislation and security sector oversight should be used as models. The working group concept should be extended to the other regions. Synergies should be expanded with national pilots, extending intra-regional learning opportunities.
- At the global level, continue and deepen GPPS work on facilitating the establishment of norms/guidelines for democratic parliaments owned by various types of parliamentary associations; explore better strategies for parliamentary involvement in MDGs and poverty reduction, including for example increased focus on parliamentary engagement in economic governance and budget review and control.

In addition, it was recommended that the program both reexamine the staffing arrangements with respect to the West Africa regional programming, as well as reassessing whether UNOPS-execution was still desirable, given the stability and increased capacity of the project.

II. Scope and Strategy

A. Scope

Based on the recommendations from the GPPS II mid-term evaluation, GPPS III will largely retain the basic organization and structure of GPPS II. Given the increased attention being paid to parliaments by the donor community, the larger scale of UNDP parliamentary development programming, and GPPS capacity to expand moderately and maintain delivery, the scope for the four-year project is proposed to expand from US\$ 8,300,000 to approximately US\$ 22,500,000. This expanded scope includes the following:

- Expanded technical leadership of the global component. The strength of the GPPS program has been recognized by the donor community; for example, at the request of DFID and WBI, UNDP organized a donor consultation on parliamentary development in Brussels in May of 2007. At that donor consultation, UNDP was asked to play a role in sharing information on parliamentary development within the community, drawing on its experience with other knowledge sharing activities (www.IKNOWPolitics.org and www.arabparliaments.org). In addition, UNDP proposes to issue an initial flagship report on parliamentary development, which would seek to provide technical inputs to the larger parliamentary development community. Much of this expanded technical leadership would be on the theme of parliaments and government effectiveness.
- Additional activities to support improved programme quality throughout UNDP. There is a recognized need to devote greater resources and energy to ensure that GPPS technical resources and leadership extend through UNDP. While over the last couple of years progress has been made towards reinforced collaboration between the GPPS and DG TTF funded parliamentary development programs, a number of national parliamentary programs in Asia and Africa, as well as the Asia and Europe & CIS regional governance programmes working on parliamentary development, it is foreseen to further expand this during phase III. The joint work on the parliaments, conflict prevention and post-conflict reconstruction, involving all regions and BCPR, has been evaluated as particularly effective and will be replicated whenever possible. The collaboration and synergies between the GPPS and the Democratic Governance Thematic Trust Fund (DGTTF) will also be further pursued. Since 2002, a total amount of 79 parliamentary strengthening projects were funded under this funding opportunity, creating new synergies between demands from the country offices and support from the Global Programme. The seed allocation from the DGTTF enabled countries such as Mauritania to grow and develop an initial small scale project that will now under the GPPS III benefit from a more important allocation and thematic support. Quality support, based on practical GPPS experiences, is ensured thanks to the involvement of the GPPS core staff in the allocation process of the DGTTF and the subsequent implementation of approved projects. A number of additional activities are budgeted to provide further program quality support throughout UNDP (training, knowledge sharing, etc.). In addition, while GPPS will, in all cases, continue to work with the support of, and financial contributions from the UNDP country offices in the countries where GPPS works, a contingency fund will be used to allow GPPS to respond rapidly to time-sensitive windows of opportunity for parliamentary development in UNDP program countries. For example, often preparations for a transitional parliament are of limited priority relative to the transitional elections; the contingency fund could be used to provide GPPS technical guidance, upon request from country offices, at key moments, where other UNDP resources are not immediately available. On the training front, it is foreseen to support Country Office staff and project staff from all regions, building further the 'in house' capacity and strengthening the community of practice.
- Addition of two new program countries and gradual phasing out of other program countries. Thanks to the initial scaling up of the GPPS III there is room to include two additional program countries. Identification of those countries has been done based on a mix of the following criteria: the demand of Country Offices and Parliaments from within the Arab region and Central Africa, responsiveness of Country Offices, added value of GPPS to engage in those countries and the possibility to replicate good practices elsewhere. GPPS III, based on those criteria, proposes to assist the parliament of **Mauritania** in its transition; Mauritania has lessons to learn both from experiences in the Arab and West Africa regions and requested assistance in its promising

transition process. Furthermore, with the decision to include Central Africa in the GPPS III since it is the wish of the programme to enlarge to a region in transition where earlier GPPS experiences would bring added value, and based on the above mentioned criteria, it is suggested to also include collaboration with the parliament of **Rwanda**. While having made major progress over the last 10 years, much remains to be done. The fact that it is also setting new standards on gender and ICT matters in Africa makes it also an interesting case for sharing good practices. Given the developing institutional maturity of the parliament in Benin, GPPS III would gradually phase out support in that country; similarly, we would anticipate, phasing out the assistance in Niger near the end of the GPPS III program.

- Redesign of the West and Central Africa regional component The evaluation of GPPS II noted staffing issues relative to the West Africa program. In the Arab States, GPPS has employed a full-time staff member to coordinate regional activities; in West Africa, GPPS has in the past relied on assistance from a staff member in the Dakar SURF. The evaluation has demonstrated the value of the former approach. The proposed GPPS III structure would transition to a full-time regional coordinator for the West and Central Africa component, particularly with the addition of Mauritania and Rwanda as program countries and a strong involvement of Central Africa in the regional component.
- Contingency fund for national, regional and global components of GPPS III In order to promote effectiveness and results through the GPPS support and some sound competition among the various components, it is foreseen to have a contingency fund that would allow for additional opportunistic interventions, in particular also where unanticipated political openings arise.
- Mobilization of additional resources to allow GPPS to cover additional regions and new themes, and diversify donor base GPPS I and II have quasi exclusively benefited from Belgium's generous support. GPPS III seeks now to enlarge its funding partner base. As a follow-up to the May 2007 Donor Consultation meeting on Parliamentary Development, organized by UNDP, initial discussions were held at the end of 2007 with other donors regarding their possible engagement in the GPPS. Two of them have expressed interest. Discussions will be continued in the coming months. In addition, core UNDP resources (US\$ 400,000) to ensure the alignment of the GPPS and the UNDP Service Delivery Platform in the field of Parliamentary strengthening have been allocated. In parallel all Country Offices where the GPPS is active, are providing own resources (TRAC) to the national projects, and the same happens at the regional level where partnerships exist with regional programmes. Lastly, discussions are currently being finalized with UNDP BCPR to get funding from the CPR Trust Fund to provide for follow-up to the earlier work on parliaments, conflict prevention and post conflict reconstruction. While the size and scope of additional support may vary, the purpose will be to guide additional resources towards action in regions where the GPPS is less active, towards themes currently not covered and to get complementary funding for some of the global activities.

B. Strategy

The core strategy and partnership for GPPS III draw heavily on the previous phase, and remain largely intact, with a slight shift in thematic focus. Vertically, the GPPS III structure would remain light and flexible, and would continue to link the country, regional and national programming; horizontally, however, additional mechanisms would seek to provide better GPPS support for the UNDP-wide parliamentary development community of practice. A number of the global activities such as the work on benchmarks for democratic parliaments aim at reaching out to regions not directly targeted by the current national and regional pillars of the GPPS and will do so in close collaboration with UNDP's regional centers and programmes. For instance the GPPS is currently discussing opportunities to join efforts with the Asia parliamentary pillar of the regional governance programme to work on benchmarks together and pool resources in the development of new knowledge products. It should be further noted that UNDP is currently in the process of updating its Parliamentary Development Practice Note. It is foreseen to be finalized by mid 2008 and, as was the case with the 2003 first practice note, it will build a great deal on

the GPPS II experiences and lessons learned. Global initiatives will benefit UNDP staff from all regions, especially with the alignment of the GPPS and UNDP Service delivery Platform in the field of Parliamentary Strengthening¹³. Key partnerships would remain in place, working with the Inter-Parliamentary Union as the primary partner at the global level, but also working closely with a broad range of parliamentary associations and parliamentary development implementers, depending on the specific area of expertise.

Similarly, the regional focus for the GPPS II remains largely unchanged, with the limited expansion, at least in the immediate future, to Central Africa (as already indicated, the GPPS III will scale up activities to additional regions depending on funding available and involvement of regional Centers). The need for sustained investments on democratic governance in the Arab region is clear. GPPS has developed and retains a strong capacity in the region to deliver support drawing on both regional and extra-regional resources. The development of www.arabparliaments.org reflects the larger regional leadership role that the program has come to play in the Arab region. As in the past, the regional parliamentary program would be implemented in close cooperation with POGAR, the Programme on Governance in the Arab Region. In the existing *Regional Programme Document for the Arab States*, (2006-2009), in the second pillar on democratic governance, emphasis is placed on the support for more effective institutions that enhance trust between governments and citizens. Parliaments are emphasized in this pillar, noting the strong partnerships that POGAR, with support from the GPPS, has developed with regional institutions such as the Arab Parliamentary Union. In the event of scaling up to additional regions, synergies will be sought with existing Regional Governance or Parliamentary Strengthening Programme in order to ensure complementarity.

Regional programming in West Africa has been somewhat less successful, which has led to a decision to reconfigure how GPPS III will work in sub-Saharan West and Central Africa. As already noted, the leadership of a separate GPPS Regional Coordinator in the Arab States has been critical to program success at the regional level, and a similar approach will be taken in GPPS III in the West Africa region. The need for continued support in Africa is also clear, and is recognized in the *Regional Programme Document for Africa* (2008-2011). The project document emphasizes the need to strengthen state capacity, including the capacity of parliaments, noting that there is a "serious capacity deficiencies of both state and non state actors as reflected in systemic, institutional and human resource capacity weaknesses. These weaknesses affect not only parliaments and other state and civil society actors involved in scrutinizing public sector performance, but also state structures charged with managing aid."¹⁴ In addition to strengthening the staffing and programming in the region in order to meet these demands, a decision has been made to include countries in Central Africa in the regional programming. Including Rwanda as a program country provides GPPS III with a regional base of operation in Central Africa, allowing for greater regional parliamentary sharing of experience within Central Africa, and with French-speaking West Africa. In addition, Central and South Africa will also feature in planned programming between BDP/DGG and BCPR on parliaments and crisis prevention and recovery, drawing on a number of partners in the region, such as the Amani Forum.

The successful support methodologies developed during the first two GPPS phases will be continued and refined. At the regional level the innovative parliamentary working groups' modality to advance (delicate) parliamentary development issues within a region will be sustained and initiated now also in West and Central Africa. The links with the national programmes will be reinforced to implement some of the guidance and recommendations developed through the regional working groups. Knowledge development and sharing will remain at the forefront of the global and regional pillars of the GPPS III. At the national level the capacity development efforts will continue to focus on both Parliamentarians as staff, but particular efforts will be made to strengthen the 'in-house' capacity of parliaments by reinforcing in particular policy, legal and fiscal analysis capacity and by facilitating access to information. South-South exchanges of good practices will remain an important mechanism to both induce reform and build capacity. GPPS III will also leverage existing champions on women's political empowerment identified in

¹³ The Parliamentary Strengthening team responds to demands from country offices (requests for consultants, review of programming documents. .)

¹⁴ Regional Program Document for Africa (2008-2011), p. 1.

the previous GPPS phases.

The thematic focus for the GPPS III program will include greater focus on the theme of ***Parliaments and Government Effectiveness for Human Development***. This ties in well with the emphasis in the Regional Bureau for Africa in supporting the development of the capable state. Recognizing UNDP's comparative advantage as a trusted partner in accompanying partner governments and parliaments in their development, it is important that parliamentary development not be conceptualized or presented – as it sometimes is, particularly in the context of parliamentary oversight – as a zero-sum struggle for power. While not reducing support for general institutional strengthening and the representative capacity for parliament and while plainly supporting the emancipation of parliaments and a clear separation of powers, GPPS III proposes to focus in particular on ways in which parliaments can strengthen government effectiveness; bringing legitimacy to public decision making by engaging systematically in policy and law making, and actively contributing to the designing and monitoring of national development plans and sector specific policies, supporting anti-corruption and accountability efforts, and playing an active role in state budget decision making and monitoring. The GPPS III aims at strengthening the parliaments' contributions to government that delivers policies that help achieve human development for all, with particular attention to the poor and marginalized groups and MDGs achievement. In order to play such a role, the parliaments' capacity in policy and fiscal analysis needs explicit attention. This will be a recurrent subject matter of the GPPS III. More precisely, this theme encompasses the following elements and aspects, which would be integrated throughout the global, regional and country programming in GPPS III:

- ***MDG Achievement***. June 2007 marked the half-way point toward the achievement of the Millennium Development Goals by 2015. To date, the collective record is mixed, at best. The 2007 MDG report suggests that, while there have been some gains and that success is still possible in most parts of the world, much remains to be done. Political leadership, including parliamentarians, will be crucial if progress is to be made. One of the areas of progress highlighted in the 2007 MDG report has been the increased political participation of women, an area where GPPS II has been quite active. While GPPS I and II have prepared materials on parliaments and the MDGs and the issue has been an element of country programs, GPPS III plans on providing more emphasis on the issue throughout the program through amongst others support the parliaments' systematic engagement in the policy making related to MDGs and monitoring of progress. For example, the Millennium Campaign has recently approached GPPS with the idea of helping to co-fund an individual to focus specifically on parliamentary advocacy on MDG issues, at the global level¹⁵.
- ***Democratic Governance and Economic Development Generally***. In addition to the specific issue of MDG achievement, a focus on parliaments and government effectiveness also reflects general trends within both the democratic governance and economic development communities – two communities that have grown closer in recent years. There is an increasing body of literature that discredits the "development first" philosophy, and the international financial institutions have increasingly viewed democratic political processes as being essential to stable development. From within the democratic governance community, there is increasing attention and research on those democratic governance reforms that have greatest impact on "delivering" development. This is crucial both in post-conflict environments, where citizens often unrealistically expect a "democratic dividend", but also in more established democracies, where corruption and abuse of power have eroded popular support for democratic institutions and have, in some countries, given rise to populist, but less democratic, regimes. While parliaments are critical institutions in overseeing and legitimizing government policy, it is important that the debate be based on policy - as well as politics, and in many countries, there is a need to increase the level and quality of policy debate in representative institutions, particularly with respect to development issues.

¹⁵ This will build upon existing material such as the Pacific Gold project "Building Political Governance Frameworks: Advancing MDGs in Pacific Islands through Parliamentary Strengthening".

- Budget Oversight and Fiscal Analysis Capacity. There is increased focus by the international community on the role of parliaments in providing budgetary oversight, generated in part by the Paris Declaration and a shift toward direct budget support. If parliaments in many countries are to play a more meaningful role in budget oversight, ramped up assistance in building institutional independence and capacity to for fiscal analysis is required. The GPPS program has successfully helped to develop the capacity of a specialized unit in Benin (UNACEB), and will look to continue to support and expand these activities, going forward. It is anticipated that the first of the global advocacy reports on parliaments will focus on this issue, and that GPPS III will strengthen partnerships with organizations such as the International Budget Project in implementing this component.
- Anti-Corruption and Accountability. The UN Convention Against Corruption entered into force on December 14, 2005. Many of the GPPS program countries have ratified or acceded to UNCAC: Algeria (with reservations), Benin, Mauritania, Rwanda, and Morocco. Under Article 5 of the Convention, state parties to UNCAC are under an obligation to develop and maintain effective anti-corruption policies and to periodically review relevant legal instruments for adequacy in preventing and fighting corruption. The importance of parliamentarians in this effort is increasing, and GPPS has, for example, been engaged in meetings of parliamentarians at the first meeting of the UNCAC Conference of State Parties in Jordan in December 2006 (CAC/COSP 1). Work on the issue would likely take several forms (e.g., regional parliamentary working groups on aspects of UNCAC implementation as part of the regional programs and support at the country level for UNCAC implementation), and would involve a number of partners, including UNODC and, perhaps, the Global Organization of Parliamentarians Against Corruption and last but not least the soon to be launched UNDP Global Programme Against Corruption. Responding to the increasing demand from country offices, UNDP has developed a Global Programme against Corruption and one of the major activities of the programme include providing training on UNCAC ratification and implementation, and parliamentary oversights. Thus, GPPS III will closely link its anti-corruption related activities with the UNDP Global Programme against corruption.
- Political Party Dialogue and Government-Opposition Relations. A final element of parliament and government effectiveness involves relations between governing and opposition parties – a crucial element of effective government. In several countries, particularly Lebanon, relationships among the various political forces are the key democratic governance (and development) issue. While it is important that UNDP approach these issues carefully and with sensitivity, GPPS II has demonstrated its ability to do this successfully in several contexts. For example, GPPS II has conducted some pioneering work on political party legal reform through the Arab regional program. Similarly, at points in the Niger and Lebanon parliamentary programmes, GPPS II has been able to play an important role in facilitating dialogue among political parties. UNDP would continue to support efforts at political party reform at the regional (and perhaps country level), as well as political party dialogue at the national level.
- Parliamentary Benchmarks and Standards. This global initiative provides a strong entry point for the GPPS to work on issues of both strengthening and effectiveness of the role of parliaments. Over time, the work on benchmarks will become more prescriptive and will ideally reinforce UNDP's capacity to work at these two levels.

It should be noted that there are a number of elements that have been funded in GPPS II that are not included for funding at the global level – largely because the results achieved under the last GPPS II have been successful in forging additional partnerships to maintain the work going forward. In particular:

- Women's Political Participation and iKNOW Politics. One of the flagship produces of GPPS II has been the development of the International Knowledge Network on Women in Politics (iKNOW Politics). UNDP in general and GPPS in particular, have and will continue to be one of the most active partners of the iKNOW Politics Consortium. GPPS will continue to support and contribute to iKNOW Politics and will actively integrate the program in all of its work on gender activities.

Continued programming on gender is anticipated at the regional and country levels – particularly in the Arab States, and will remain closely connected to the iKNOW Politics project. However, UNDP anticipates receiving separate funding for the iKNOW Politics project and so have not included it directly in the GPPS III proposal. This does not mean, however, as indicated above, not that women's political participation and gender mainstreaming will not remain an important thread throughout national, regional and global activities of phase 3. As can be seen from the proposal this theme will remain central throughout the programme, in particular in our regional work and work with the national parliaments where it is an important entry point for almost every country programme.

- **Parliaments and Crisis Prevention and Recovery.** Similarly, a major component of GPPS II at the global level has been the development of *Guidelines for the International Community on Parliaments on Crisis Prevention and Recovery*. There has been continued interest, following on this project, in building cooperation between GPPS and the Bureau of Crisis Prevention and Recovery on programming to implement elements of these Guidelines at the national level. A joint proposal is currently under development with BCPR for a submission to the Crisis Prevention and Recovery Thematic Trust Fund to fund continued work in this area, expanding beyond the regions currently covered by GPPS II. If approved, the specific programme would become a new pillar of the GPPS.

Lastly and in line with UNDP's new Strategic Development plan and the specific objective 'to strengthen national, regional and local level capacity to mainstream human rights in government policies and institutions' it is foreseen to support parliament's capacity to harmonise and incorporate international legal commitments into national legislation beyond the above mentioned UNCAC related work (including CEDAW and other international agreements or conventions) and this through the GPPS regional and national pillars in particular in countries where law-making is part of the programme. This will be done in close collaboration with UNDP's Global Human Rights Strengthening Programme.

III. Project Summary Budget

The GPPS III Project includes the following project components:

PROGRAMME COMPONENTS	EXPENDITURE in USD/\$	INCOME
Programme Component 1: Global Leadership and Advocacy		
Programme Component 1.1: Parliamentary Development Report	525,000	
Programme Component 1.2: Parliamentary Benchmarks and Standards	480,000	
Programme Component 1.3: Parliaments Supporting Government Effectiveness for Participatory Development	600,000	
Programme Component 2: Sharing Parliamentary Development Expertise		
Programme Component 2.1: Parliamentary Knowledge Portal	300,000	
Programme Component 2.2: UNDP Parliamentary Training	300,000	
Programme Component 2.3: Emerging Needs Support Mechanism	450,000	
Programme Component 3: Regional Programmes		
Programme Component 3.1: Arab States	2,250,000	
Programme Component 3.2: West and Central Africa	2,100,000	
Programme Component 4: Country Programmes		
Programme Component 4.1: Algeria	900,000	
Programme Component 4.2: Benin	390,000	

Programme Component 4.3: Lebanon	600,000	
Programme Component 4.4: Mauritania	600,000	
Programme Component 4.5: Morocco	600,000	
Programme Component 4.6: Niger	780,000	
Programme Component 4.7: Rwanda	900,000	
Programme Component 5: Other		
Programme Component 5.1: Global, Regional and Country Contingency Funds	900,000	
Programme Component 5.2: Project Management	1,043,690	
UNDP GMS 7%	981,310	
Initial Income GPPS III		15,589,000
Income TRAC Resources		400,000
Income BCPR Trust Fund		1,000,000
French Ministry of Foreign Affairs		155,890
Additional resources to be mobilized to expand Components 1, 2, 3 and 4	5,405,110	
TOTAL	\$ 22,500,000	\$ 17,144,890

IV. Project Components and Activities

Project Component 1: Global Leadership and Advocacy

GPPS has matured as a programme sufficiently to take a more active global role on technical leadership and advocacy within the parliamentary development community. In the last several years, GPPS has taken the lead on the development of *Guidelines for the International Community on Parliaments and Crisis Prevention and Recovery*, and has organized a donor consultation, in partnership with DFID and WBI, on parliamentary development for a group of leading donors and experts in the field of parliamentary development. This recognition can be further built up – including using the broader UN system to help shape and define the field of parliamentary development.

Programme Component 1.1: Parliamentary Development Report

Currently, there is no standardized, globally-recognized, resource and advocacy tool in the area of parliamentary development. The field of parliamentary development is growing rapidly, but many new entrants to the field lack experience and context with respect to the emerging trends and issues in the field. Often “cookie-cutter” approaches are taken, which do not reflect an understanding of regional trends or the current, best thinking in the field of parliamentary development. Innovations that emerge in a particular country often are slow to spread, and parliaments often lack easy access to information about innovations that are occurring in neighbor parliaments. There is an increasing body of data and statistics relating to parliaments, but this data is often not always easily accessible in a single source, e.g., information about the number of women MPs, the number of minorities, the next scheduled elections for parliament, the type of electoral system, the number of seats, information about parliaments role in the budget process, and the budget transparency index, etc. As the donor community is beginning to invest more heavily in parliamentary development, a document that synthesizes information from the broad parliamentary development community, and seeks to promote greater alignment and coherence of development activities through a consensus-building and an agenda-setting document would be extremely welcome. The document would also be useful in terms of promoting UN coherence, as an increasing number of actors in the UN system are seeking to integrate parliamentary comments into their programs.

The key outputs would be an initial high-profile report (produced in 2009) on the state of the world's parliaments. The format would be similar to a "mini" human development report – providing more detailed information and advocacy on a critical issue in parliamentary development, supplemented by regional chapters on developments in parliaments by region, with a statistical appendix that contains basic information on all the world's parliaments, as well as related indices and information. The publication of the report would be accompanied by a series of launch activities and a media campaign. As with UNDP's Human Development Report, it is anticipated that the Parliamentary Development Report would be a publication commissioned by UNDP and the analysis and policy recommendations would not necessarily reflect the views of UNDP, its Executive Board or its Member States – but would, nonetheless, draw on international experts and staff across the UN System and would fulfill an agenda-setting role. This would allow the report some additional freedom in its advocacy positions.

In close collaboration with the IPU and ASGP, UNDP would seek to form a Parliamentary Development Report Team. The report would focus on a particular issue that is of increasing or topical interest in the field of parliamentary reform.¹⁸ It would be supplemented by material discussing regional developments with particular relevance to the selected thematic issue. A respected academic or expert in the field would be selected and retained to act as the lead author of the publication. In addition, an advisory panel would be established to provide external guidance on the development of the report – including retired parliamentarians and eminent scholars in the field of parliamentary development and parliamentary development more generally. A UN readers group would also be formed to assist in the review of the final product. A launch event and media campaign would also be developed, most likely in conjunction with one of the IPU's meetings or the periodic world conference of speakers of parliaments. A possible second report could be envisioned pending on the success and exact delivery time of the first report. Contingency funding and funding of other partners could be used for a second report.

Programme Component 1.2: Parliamentary Benchmarks and Standards

Although there have been many international initiatives to define and monitor the democratic character of elections, until recently, there have been fewer efforts to define standards and benchmarks for the institutions that result from a democratic electoral process. While elections provide the basis for rule by the people, they do not guarantee that citizens are effectively represented. As a leading academic on parliamentary development, Steven Fish, has noted: "...if politicians fail to establish a national legislature with far-reaching powers, the people will soon find themselves in a polity where their votes do not count (or are not counted properly) and their voices are not heard." Not only must democratic parliaments have certain minimum powers, if they are to be more than rubber stamp institutions, but they must themselves function in an internally democratic manner. While there is great variety in the nature and character of parliaments (just as there is a huge variety in electoral systems), there is increasing recognition that democratic parliaments share a number of common characteristics. At the same time, there is an increasing trend toward the application of a rights-based approach to development, which relies on international norms and standards.

In the past five years, there has been a growing movement within the international community to codify and refine existing norms in the field of parliamentary development; UNDP, through the GPPS, played a facilitating role in most of the concrete initiatives around the subject. Although the IPU was founded in 1889, it was only in 1997 that the IPU adopted its Universal Declaration on Democracy. In 2006, the IPU made, with UNDP support, an effort to codify good practice with respect to parliaments and democracy; it was the first such publication in its then 117-year history. At the same time, the National Democratic Institute for International Affairs (NDI) developed a draft discussion document "Toward the Development of International Standards for Democratic Legislatures: A Discussion Document for Review by Interested Legislatures, Donors and International Organizations", which reviews existing declarations and statements on parliaments and democracy and attempts to organize these principles into a set of principles or standards. In October of 2006, The Commonwealth Parliamentary Association (CPA), with

¹⁸ For example, recently, given the increasing use of direct budget support, an increasing number of donors have focused on strengthening the role of parliaments in fiscal analysis and value for money oversight. Many parliaments are, on their own, increasing their capacities in this area.

support of UNDP, convened a study group report on "Benchmarks for Democratic Legislatures" hosted by the Parliament of Bermuda. The study group report was considered in a plenary session at the Commonwealth Parliamentary Association Annual Meeting in New Delhi in September 2007, and was greeted with enthusiasm. The CPA Benchmarks are fully owned by the CPA. Future partnership with the CPA would focus on exploring modalities for implementation of the CPA benchmarks, such as peer review. GPPS has also initiated work with the South African Development Community's Parliamentary Forum (SADC-PF) to help it develop benchmarks for its membership; an initial workshop was held in Pretoria in November 2007 and subsequent one is foreseen to take place in 2008 where the SADC PF standards should be adopted. Discussions with the 'Assemblée Parlementaire de la Francophonie' (APF) are far advanced to also start in 2008 the identification of APF benchmarks for democratic parliaments.

It is important for these discussions to proceed in a way that develops ownership but doesn't necessarily lead to "lowest common denominator" benchmarks. As a result, activities in this area will need to be somewhat opportunistic, responding to requests where there is interest in advancing this discussion, and applying the standards. This activity, budgeted at roughly US\$ 120,000 /year, would allow UNDP to provide opportunistic support for various initiatives to build consensus on and codify international norms and standards for democratic parliaments. The activities may include:

- Support for articulating parliamentary benchmarks or standards by regional parliamentary associations, who have no such document or statement currently.
- Regional validation discussions on draft standards by organizations, such as the Commonwealth Parliamentary Association or the Assemblée Parlementaire de la Francophonie.
- Supporting parliamentary reform committees of parliaments in conducting a review of their parliaments against emerging international standards; or establishment of peer-review mechanisms.
- Projects that seek to integrate emerging international standards on democratic parliaments into other processes or mechanisms (e.g., integration of parliamentary standards into the NEPAD African Peer Review Mechanism, incorporation of emerging international consensus on minimum standards into policy guidance by OECD DAC or donor organizations).

Programme Component 1.3: Parliaments Supporting Government Effectiveness

As noted, the primary thematic emphasis of the proposed GPPS: III is the issue of parliaments and government effectiveness – how parliaments can help improve the government effectiveness in achieving the MDGs, in combating corruption, in gender equality, in responding to the needs of citizen and in preventing conflict. This theme will run throughout all of GPPS III, including at regional and country level. It will be an element of the proposed parliamentary development report (activity 1.1). However, it will also be important to ensure a basic level of resources at the global level, proposed at 150,000 \$/year, to help in the development of knowledge products or other technical leadership activities with respect to this theme, or to provide limited seed money to support new initiatives in this area that might be able to attract additional funding. For example, GPPS was recently contacted by the Millennium Campaign to see if we would be interested in co-funding an individual to work specifically on MDG advocacy with the international parliamentary community. Such an investment may make sense – particularly if the resources to be invested by GPPS were relatively limited relative to the potential impact, both in terms of global advocacy and in providing support to UN regional and country programs working on this issue. Similarly, often there are opportunities to cost-share with UNODC or GOPAC to develop projects. Efforts will also be made to collaborate and pool resources with regional governance programmes containing a parliamentary development pillar and a knowledge development agenda.

Project Component 2: Sharing Parliamentary Development Expertise

One of the lessons emerging from the mid-term evaluation of the GPPS II program was that more needs to be done to ensure that the lessons learned from the GPPS II project are shared more widely within UNDP and the UN system, as well as with external partners. While the GPPS program has been viewed as relatively successful, it has, to date, had more limited success in raising the overall quality of UNDP parliamentary development programmes funded through country resources. The following program activities are designed to meet this need:

Programme Component 2.1: Parliamentary Knowledge Portal

The recent parliamentary development donor consultation highlighted the need to build a general parliamentary knowledge portal, bringing together the diverse materials and knowledge products that have been produced on parliamentary development.¹⁷ Evaluations of parliamentary strengthening programmes (UNDP, DFID and SIDA) have stressed the need to better coordinate among donors and have emphasized the importance of sharing information and good practices within the donors and implementer community. GPPS seems uniquely positioned to take the lead role in organizing this task. After seven years of operations, GPPS national, regional and global activities have generated a great deal of knowledge about parliamentary development, in English, French and Arabic together with the work and knowledge developed at UNDP Regional Centre level¹⁸. In addition, UNDP and GPPS have taken the lead on a number of knowledge management networks, including the Electoral Knowledge Network (*ACE Project*), the International Knowledge Network of Women in Politics (*iKNOW Politics*), and the www.arabparliaments.org.

For the May 2007 donor consultation, GPPS created a temporary website with the most recent publications and evaluation in the field of parliamentary development. Such website and its content should be expanded and updated on a regular basis in order to become the reference website for parliaments, donors and interested researchers. As with iKNOW Politics, UNDP would seek to bring in a host of other actors to ensure that the website is broadly owned – bringing in the IPU and other major implementing organizations. Once created, the website would be officially launched, at an anticipated follow donor consultation on parliamentary development. A Knowledge Facilitator will be recruited in order to update and maintain the content of the website, circulate and moderate on-line discussions and involve the partners through the organization of bi-monthly steering committees comprising representatives from each partner. The website will also comprise success stories from the field to be shared with the public outside UNDP.

Programme Component 2.2: UNDP Parliamentary Training

Programme quality in the over 60 UNDP parliamentary development programs remains uneven; and there is a need for stronger efforts to ensure that the learning generated through the GPPS programme is more effectively disseminated throughout the organization. A number of efforts have been made in GPPS II. First, for the past three years, UNDP has organised trainings for its national staff on parliamentary development at the French National Assembly. This one-week training (delivered in French or English) provided an opportunity for UNDP staff to familiarize itself with the basics of parliamentary functions and to ask questions of staff and members of a developed parliament. This was supplemented by comparative information by UNDP global staff, and with a concurrent exchange of experience among UNDP programmes. All in-country costs were met by the French National Assembly, and the transportation costs paid for by the various UNDP country programs, with no significant expenditures directly from the GPPS program. Similarly, a recent MOU with the French National Assembly seconding a senior staff person to UNDP for the purpose of providing greater support to country offices will also assist in helping to improve the quality of UNDP parliamentary development programmes.

However, while GPPS III will continue to support these types of training and assistance, these one-off events are insufficient to meet the need. Programme Component 2.2 will include a number of supplementary tools to strengthen the capacity of UNDP staff to implement parliamentary development.

¹⁷ Organized by DFID, UNDP and WBI and hosted by the Government of Belgium, May 2007.

¹⁸ http://regionalcentrepacific.undp.org.fj/HTML%20docs/parliamentary_support_portal/parliamentary_support.html

Particular attention will be given to regions not initially and directly benefiting from the GPPS III as it stands now. While much of the resources for implementing these activities will come from UNDP core resources and from UNDP staff resources, this programme component will fund ancillary out-of-pocket expenses associated with the following types of program activities:

- Activities to disseminate and promote to UNDP staff information on the parliamentary development knowledge portal.
- Support, in partnership with regional centres and regional programmes, regional training of UNDP staff
- The development of on-line training modules for UNDP staff on parliamentary development.
- Preparation of quarterly practice updates to the UNDP parliamentary development community of practice, highlighting recent publications and international events.
- Improved mechanisms of exchanging parliamentary development staff internal to UNDP, so that internal resources are more effectively leveraged among UNDP country programmes.
- Increased support in the recruitment of short and long-term legislative development personnel.

Programme Component 2.3: “ Emerging Needs Support Mechanism”

The GPPS II mid-term evaluation indicated that in order to facilitate swift response to emerging needs for parliamentary development, particularly in post-conflict situations, a limited amount of funds should be available for “rapid response” assistance, in accordance with clear criteria for use and a streamlined approval process involving the donor. The ‘emerging needs support mechanism’ would permit GPPS to participate in programming from an early stage in key post-conflict situations, as well as in countries with sudden political opportunities and change. This approach would also support the implementation of the *Guidelines for the International Community on Parliaments and Crisis Prevention and Recovery*.

The intent of this assistance would be to allow additional, modest inputs into the planning process where political transitions are underway. Minimum criteria's to select the country will be comprise at least 3 of the following criteria's: 1) As with all GPPS assistance at the country level, assistance would be provided only upon request of the country team; 2) Timely relevance with the electoral assistance cycle; 3) National CSOs available to scale up and replicate the activities (outreach) at the country level; 4) Clear outcome related to women and other vulnerable groups; 5) initiative should ensure women's political participation. Strong linkages with BCPR initiatives on parliaments (including oversight of the security sector reform) will be ensured throughout the process. BCPR Team will be consulted within two weeks after the reception of the request of the country team in order to ensure complementarity between the interventions. Particular attention will be given to countries in regions that are not directly covered by the GPPS. In some transitions, this assistance would not be needed, in that country resources may be sufficient to allow for the necessary advance planning on parliamentary development. In other instances, however, the immediate availability of limited funding to support GPPS staff and consultants to provide guidance to a country in transition, early on in the process, can provide an incentive to consider parliamentary development issues from the beginning of a transition, rather than only after elections and other post-conflict transition issues. As was found in the research that went into the *Guidelines for the International Community on Parliaments and Crisis Prevention and Recovery*, often there is recognition of the need to consider parliamentary development at the early stages of a transition, but that the “urgent” takes precedence over the “important”, and without external support, this need goes unmet. This assistance would typically likely take the form of funding of an assessment mission and report, or assistance in the development of a project document.

Project Component 3: Regional Programming

The GPPS III programme would continue its parliamentary development initiative in the Arab region, and would expand the West Africa regional programming to include Central Africa. The development of partnerships and activities to additional regions not yet covered by the GPPS will also be promoted depending on the interest of additional donors and involvement of regional organizations. The regional level of activities ensures strong interactions and complementarity between the global and regional levels. Furthermore, the regional programming facilitates a thematic approach as a strong entry point for the democratic governance agenda in the region. Finally, linkages between the regional programming and existing democratic governance programmes in a region facilitate the scaling up of activities. At this stage, the regional-level programming would include the following two components: Arab States and West and Central Africa.

Programme Component 3.1: Arab States¹³

Background. The GPPS II Mid-Term Review indicated that the Arab States regional programme has been innovative and effective in building parliamentary development programming in a challenging environment. The international working group model has been a useful approach both in helping to address issues that cannot be tackled at the national level and in providing an informal opportunity for reform-minded MPs to collaborate together across the region. From Bahrain in the East to Morocco in the West, most Arab States have embarked in a democratization process marked both by diversity and challenges. Yet, in the midst of an environment strongly marked by conflict, regional tensions, unsteady social and economic development, and a significant number of governance deficits, several Arab countries have introduced constitutional reforms providing parliament with a more prominent role. Some of these reforms have included legislation to create parliamentary chambers, to encourage political pluralism and competitiveness, to hold parliamentary elections, and to provide an enabling environment for political participation to exist and thrive.

UNDP has been requested to support an increasing number of parliaments from the Arab region. While in 2002, UNDP had only 4 parliamentary development projects in the Arab region, currently sixteen legislatures are supported.²⁰ The Parliamentary Development Initiative in the Arab region was launched in 2004 in an effort to reinforce UNDP's position as a key actor in parliamentary development in the Arab region. It was aimed to address the growing demand for support in several Arab parliaments by helping to enhance the role, capacity and image of the legislative institutions and supporting the work of their members and administrations. It was developed on the basis of a number of documented observations and lessons learned, but most importantly with respect to the characteristics and realities of the Arab region particularly in the area of democratic governance.

The initiative has focused its work on: 1) creating and strengthening thematic parliamentary networks on key and often sensitive issues for the region; 2) addressing the knowledge deficit, especially in Arabic, by developing knowledge products to support parliamentary work in the region; 3) empowering Arab women MPs by encouraging their effective involvement in the Initiative's activities and designing specific activities on women's political empowerment, and 4) linking regional-level activities with UNDP's parliamentary development work at the country level to reinforce both levels' work. The initiative has included ongoing support to two working groups of MPs, researchers and experts on political party legislation reform and security sector governance in the Arab region. The initiative has also included the launch of a parliamentary development knowledge portal for the Arab Region at www.arabparliaments.org. The most significant successes of the regional programming in the Arab states region were highlighted in the project evaluation document (see Box below).

Evaluation summary

• The Arab region programme has been innovative and effective in building parliamentary

¹³ Parliamentary development programming in a challenging environment: It is a model for regional programming of the Programme on Governance in the Arab Region – POGAR.

²⁰ UNDP's parliamentary assistance in the Arab region includes sixteen ongoing or soon to be launched projects: Algeria, Bahrain, Comoros, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Oman, Saudi Arabia, Sudan, Tunisia, United Arab Emirates, and Yemen.

• Strong partnerships have been developed in the region, collaborating with within UNDP through POGAR, and also with other global organizations with periodically relevant expertise, such as DCAF in the security sector, and GOPAC on anti-corruption.

• The success of GPPS and POGAR work in the Arab region continues to enhance a unique

Planned assistance for GPPS III would include three components: 1) continued support for parliamentary working groups, 2) support for women's participation in parliament and political parties, 3) knowledge building and management and advisory support.

Working Groups Building on the achievements of the 2004-2007 phase, the next phase of the regional GPPS-POGAR initiative is a continuation of what has so far proved to be effective, as well as meeting the demands of the growing number of parliamentary development programming in the region. First, the programme would continue the use of the parliamentary working groups modality in advancing parliamentary development issues within the region. Two parliamentary working groups were launched in 2006 and preparatory work for the launch of a third one has been completed.²¹ Future work will be designed according to the stage of debate and knowledge building reached in each of the working groups:

- Parliament and the Reform of Political Party Legislation. A regional workshop will be organized in early 2008 to mark the closing of the *Knowledge and Consensus Building Phase* of this working group. This phase was characterized by the significant amount of background research and comparative studies²² which served as bases for three important regional meetings between March 2006 and September 2007. The next phase will be mainly focused on *Knowledge Dissemination and National Policy Dialogue*. Gradually, focus will shift towards national level use of the outputs and results of the first phase, especially the Minimum Standards for Political Party Legislation. Given that Morocco and Jordan have both recently adopted new political party laws, the regional initiative will support the launch of activities in these two countries in an effort to accompany the national policy debate and examine the impact of the new laws on the political landscape.
- Security Sector Governance and Parliamentary Oversight. This working group was launched in May 2006 to accompany a slowly developing debate in several Arab countries on the role of parliament in policies related to the security sector. Some targeted participation of journalists in the working group's activities has also allowed the discussion to reach a much wider audience. A key partnership was established with the Geneva Centre for the Democratic Control of Armed Forces, and some valuable papers were produced and

²¹ 1. Working Group on Parliament and the Reform of Political Party Legislation. 2. Working Group on Security Sector Governance and Parliamentary Oversight. 3. Working Group on Internal Governance of Parliaments (a recommendation of the Regional Parliamentary Seminar on Parliamentary Rules of Procedure)

²² Regional Comparative Study on Political Party Legislation in the Arab Countries ; Study on the Role of Political Party Legislation in the Development and Democratization of the Arab Political Landscape ; Comparative Study of the Impact of Laws on the Internal Governance of Arab Political Parties ; Minimum Standards for the Development of Democratic Political Parties in the Arab Countries

discussed during regional meetings. This is a relatively new topic in the Arab region, with very few experts, little research and limited experience at the level of parliaments; continued support of the process would focus primarily on capacity development for parliamentary oversight of the security sector capacity development modules and on the implementation of practical guidelines in the context of the national projects.

- Internal Governance of Parliaments. The working group builds on the recommendations made during the Regional Seminar on Parliamentary Rules of Procedure, organized in Rabat in March 2007, where over 100 MPs and members of the secretariat from 14 Arab countries engaged in a collective reflection on parliamentary rule reform and the democratic internal processes within parliaments. The working group will be composed of MPs and experts from Egypt, Iraq, Jordan, Kuwait, Lebanon, Mauritania, Morocco, and Yemen. Several research and data collection exercises will accompany the work of this group, including an assessment of the level of knowledge of the standing orders or parliamentary bylaws and an assessment of their level of application. Where and when possible, activities will link to the GPPS global exercise towards the development of international standards and benchmarks for democratic parliaments.
- Parliament and the Budget. The launch of a parliamentary working group on budget is a continuation of previous regional activities (the creation and launch of GOPAC Arab chapter²³, the comparative study on budgets in the Arab region and the training seminar on budget oversight for MPs and staff) and aims at strengthening the capacity of finance and budget committees from selected parliaments in preparing and overseeing the implementation of national budgets. It will be integrated both with work on the parliamentary development report and on related efforts on the parliament and government effectiveness initiative. The Working Group will be comprised of finance committee members and national budget specialists. Among all national-level projects currently implemented by UNDP, only the project in Algeria includes support activities in aspects related to the executive-legislative relationship, parliamentary oversight, or budget analysis. Working on this important parliamentary function at the regional level can contribute to paving the ground for more national-level work to develop.
- Parliament and Water Management. This working group will be launched to highlight the central role parliament has to play in the development and implementation of water management policies. In addition to helping to make progress on an important substantive issue in the region relating to sustainable development and to MDG achievement, the group would also be used as a way to address process issues relating to parliament's role in policy development and review.

Support to Women in Parliament and in Political Parties. Although the past decade has witnessed a perceptible move towards more presence and participation of women in politics in most Arab countries, the recent elections in Egypt, Algeria and Morocco have shown a clear stagnation or regression in the number of women elected to parliament. Although some countries have adopted special measures such as quotas, a number of factors seem to interact and prevent women from improving their status in politics, one of which lies in political parties and their failure to recruit, empower, and promote women.

Percentage of women in lower houses of Arab states' parliaments

Country	Lower or Only House	Number of Women MPs	Percentage	Most Recent Elections
Iraq	275	70	25.5	December 2005
Tunisia	189	43	22.8	October 2004
UAE	40	9	22.5	December 2006
Palestine	88	17	19.3	January 2006

²³ Global Organization of Parliamentarians Against Corruption, Arab Chapter (ARPAC) launched with the support of GPPS in November 2004.

Mauritania	95	17	17.9	November 2006
Sudan	450	79	17.6	August 2005
Syria	250	30	12.0	April 2007
Djibouti	65	7	10.8	January 2003
Morocco	325	34	10.5	September 2007
Libya	468	38	7.7	March 2006*
Somalia	275	21	7.6	August 2004
Algeria	389	30	7.7	May 2007
Jordan	110	7	6.4	November 2007
Lebanon	128	6	4.7	June 2005
Kuwait	65	1	1.5	June 2006
Comoros	33	1	3.0	April 2004
Bahrain	40	1	2.5	November 2006
Oman	84	0	0	October 2007
Egypt	454	21	4.6	July 2005
Yemen	301	1	0.3	April 2003
Qatar	35	0	0.0	June 2006*
Saudi Arabia	150	0	0.0	April 2006*
Total	4309	431	10.0**	

* Members are appointed by the head of state

** The lowest rate among the other regions of the world, other than the Pacific Islands.

The next phase of the project will look into ways of initiating a regional policy dialogue in an effort to develop a strategy to address some of the main obstacles hindering Arab women's representation in parliament. A regional event will be organized in 2008 and will bring together political party leadership, key women's rights activists, women MPs and former MPs, etc. to discuss a number of background research papers, reviews and analytical reports on the recent legislative elections in several Arab countries.

This work will also closely relate to the iKNOW Politics initiative, which aims at launching an Arabic version some time in 2008. The Arab regional program will conduct a number of activities in connection with iKNOW Politics: 1) continued support of translation of key materials into Arabic and the generation of Arab language content for iKNOW Politics; 2) general support for the dissemination and use of iKNOW Politics throughout the Arab region, including having country-level iKNOW Politics events in the region; and 3) conducting regional trainings in strategic locations (to generate national press coverage on the issue) on issues relating to women in politics (funding for women candidates, barriers to women's participation in political parties, etc.).

Knowledge Building and Dissemination. One of the main strengths of the current phase has been the importance given to addressing the knowledge gap, especially in the Arabic language. Since its official launch in 2006, the web portal www.arabparliaments.org has been attracting a fast-growing number of users and has played a major role in knowledge dissemination. The team has been receiving numerous requests for publications, articles, statistical data, and the website www.arabparliaments.org has been an excellent place to direct these requests to. During the next phase, emphasis will remain on knowledge production and dissemination in the Arab region; however, the GPPS programme has also generated materials in Arabic that would also merit translation into English. The regional program would continue to develop www.arabparliaments.org and would help it move from an essentially static reference website to a more interactive forum for MPs, experts and practitioners from the Arab region to exchange experiences and practices. Efforts would be taken to ensure that www.arabparliaments.org is also effectively integrated into the larger parliamentary development webportal and is also integrated more closely with iKNOW Politics.

Programme Component 3.2: West and Central Africa

Background: West and Central Africa include many of the countries with Human Development Indicators in the lowest ten percent in the world. Many countries in the region have experienced periods of authoritarian rule and of political instability. Since the 1990's, however, most countries in the region have embarked on a democratic transition. With some exceptions, these experiments have been successful and have generated a substantial democratic dividend in terms of economic growth and enhanced human rights. Nevertheless, many countries within the region continue to face governance challenges including weak and under-resourced legislative institutions. The majority of countries within West and Central Africa have externally-financed parliamentary development programmes, including the two GPPS national pilots in Benin and Niger. Currently UNDP supports 12 parliamentary development projects in both regions.

Several of the specific activities conducted in West Africa resulted in useful contributions to parliamentary development, particularly where the activity involved the direct sharing of information and ideas regarding challenges facing parliament. This was the case, for example, in exchanges between parliaments in West and Central Africa, in raising awareness of the role of parliaments in anti-corruption activities and the importance of the UN convention against corruption (UNCAC), and women parliamentarians' role in poverty reduction and Millennium Development Goals realization through the September 2006 Ouagadougou workshop, and the 2005 gender budgeting seminar. Bilateral exchanges on various good practices between countries from West and Central Africa such as the exchange between the Niger and Rwandan Fora of Women Parliamentarians have stimulated change and progress. The box below details the major successes and difficulties as highlighted by the GPPS II Mid-Term Evaluation:

Evaluation summary

- The activities planned by the West African regional project were highly relevant to the needs of West African parliaments.
- The problematic of non-schooled deputies, need to empower women parliamentarians, and the importance of strengthening parliamentary administrations are all areas that warrant further work.
- The anti-corruption workshop was highly successful and provided an important opening for work on this subject which should be followed up both by the new BDP anti-corruption advisor and GPPS regional staff.
- The difficulties encountered in the unfolding of the regional activities demonstrated the value of the dedicated coordination support provided to the Arab region project.
- For future regional work, efforts should be made to recruit a dedicated GPPS regional coordinator in West/Central Africa.

Building on the achievements of GPPS II, the next phase of the regional GPPS initiative will: 1) continue programming initiated under GPPS II; 2) expand the use of parliamentary working group in West and Central Africa regional programming; and 3) enhance the exchange of good practices in the region and from West Africa to Central Africa.

Continuation of Programming Initiated under GPPS II. With the staffing by a dedicated regional parliamentary development advisor, GPPS III will be able to continue and further develop two programme areas initiated under GPPS II.

- Parliamentary Oversight on MDGs and Poverty Reduction. Additional work will be done on the role of parliaments and poverty reduction and national development plans. A regional seminar of francophone parliaments on poverty reduction, originally planned for GPPS II, will be organized and will also cover the role of parliaments in national development programmes such as MDGs at the national level. As noted, the issue of parliaments and the MDGs will be one area of focus within the overall theme of parliaments and government effectiveness. If, as anticipated, we are able to develop a cost-sharing arrangement with the Millennium Campaign to fund a person, to be based in the IPU, to focus specifically on MDG advocacy, we will help to ensure use of the materials through that programme at the regional level in West and Central Africa. Aside from

the regional seminar, efforts would be made to deliver “just-in-time” support to countries in the region on the issue in advance of approval of national development plans or PRSPs.

- Anti-corruption and UNCAC Implementation. UNDP, together with Transparency International, UNODC and APNAC (African Parliamentary Network against Corruption) organized a regional workshop in Accra, Ghana (March 2006) for parliamentarians on anti-corruption. A specific collaboration with APNAC and/or GOPAC should be supported by GPPS III to facilitate follow-up and to advance national efforts toward ratification and implementation of UNCAC. In particular, Article 5 of the Convention provides an entry point for further work. Under Article 5, state parties to UNCAC are under an obligation to develop and maintain effective anti-corruption policies and to periodically review relevant legal instruments for adequacy in preventing and fighting corruption. Regional work would be useful in exchanging experience in what signatory countries have done in meeting their commitments under Article 5. A relatively large number of countries in West and Central Africa have signed, acceded to or ratified UNCAC, including: Benin, Burkina Faso, Burundi, Central African Republic, Congo-Brazzaville, Côte d’Ivoire, Guinea, Mali, Mauritania, Rwanda, and Senegal.

Parliamentary Working Groups. The working group approach adopted by the Arab region has been quite effective, and an effort would be made to make better use of the modality in West and Central Africa under GPPS III. The following themes have been identified as relevant to explore this approach for the region:

- Non-Schooled Deputies. Under GPPS II, a study analysed the main difficulties facing non-schooled MPs in the performance of their duties in four West African Countries. Following the study’s recommendation, a multi-national task force of senior deputies and/or former deputies should be organized to study different practices with the objective of presenting its findings to a regional workshop and adopting practical recommendations to respond to the problematic and ensure adequate participation and engagement of non-schooled deputies.
- Gender Issues and Women’s Political Participation. Participation of women in parliament as well as the engendering of policies and legislation is still uneven in the West and Central Africa region. Some countries like Rwanda and Niger have made impressive progress in recent years. The experience needs to be shared and built on within the region. A regional working group would seek to build on those successes in the region by seeking to share experience on the challenges facing women parliamentarians and on the experiences that they have had in engendering policies and legislation. The working group would be used to help generate regional content for IKNOW Politics, and the working group would use the discussion group and other features of IKNOW Politics as a mechanism for conducting their work, in addition to periodic working group meetings.
- Parliamentary Oversight of the Security Sector. The Amani Forum (Great Lakes initiative) organised the first forum of its kind in the region in September 2007. To follow-up on this initiative and the enthusiasm of the first forum’s participants, GPPS III would create a working group on the subject in collaboration with the Amani Forum, and possibly other partners, to deepen knowledge and experience on the subject, covering issues such as security sector policy making, budget and procurement oversight, parliamentary oversight of DDR, etc. from a regional perspective.

Knowledge Building and Dissemination. With the expansion of GPPS III to Central Africa, networking between parliamentarians and parliamentary fora from West Africa and Central Africa will be supported. Consequently, regional-specific knowledge building and dissemination of reports, research papers and other relevant material will be promoted through existing forums (e.g. Amani Forum in the Great Lakes region, APNAC, ECOWAS, etc.) and at relevant regional meetings or conferences.

Programme Component 4.1: Algeria

Background. Today's Algeria is in transition. After more than a decade of violence, terrorism and civil strife, whose origins are to be found in the 1991 legislative elections, Algeria is now consolidating its democratic institutions and the rule of law. Algerians elected their first multi-party bi-cameral Parliament in 1997. The Assemblée Populaire Nationale (APN) or Lower house is comprised of 389 members directly elected for five years, and the Conseil de la Nation (CdN) or Senate counts 144 members of which 2/3 are elected by an electoral college composed of local representatives and 1/3 nominated by the President for a period of 6 years. As underlined in the GPPS II evaluation report, the Parliament is trying to achieve a higher profile within Algeria and in the regional parliamentary community through the national and international activities supported by the GPPS programme. The interest of the Parliament to participate in and host international parliamentary meetings has been a clear sign of its willingness to reintegrate the international arena and learn from other experiences and work towards asserting its role in the democratic transition in Algeria. Significant risks and challenges remain, including the security situation, as shown by the tragic loss of seven UNDP staff members and consultants in the tragic bombing on December 11, 2007. The May 2007 elections for the APN had an extremely low participation of 35%. The Algerian citizen is yet to be convinced of the changes and of the role the parliament could play in addressing the social, economic and security problems. The MPs interaction with their constituencies and the representation of the people's interest and pressing needs to the national forum are still rather weak. The participation and involvement of women in politics has not progressed fast enough. The number of women in the APN, following the May 2007 election, increased by only 0.5% to 7.1%, or 28 MPs out of 389.

Previous GPPS Programming. GPPS II work started in the fall of 2005. The first year of collaboration was geared towards building confidence between UNDP and the Parliament. Two major international parliamentary forums were hosted, increasing ties between the Algerian and other parliaments in the Arab region parliaments. The project initially aimed at reinforcing the parliament's legislative and oversight role. This led to the creation of a reform working group to discuss the specific needs and changes required for the parliament to play a more effective role. This group recommended that Parliamentarians should receive more information about the draft bills they are considering. They also requested the President of the Assembly to ensure that parliamentary commissions receive more funding to enable them to do their work. The group is now examining parliament's prerogatives, and producing a balance sheet of the strengths and weaknesses of parliament's work during the past four years. One of the objectives of the new legislature is to introduce and implement reforms in parliamentary procedures.

Key activities of the project with the Algerian Parliament include the organization of internships for specific staff of the two Houses at other parliaments from the region or Europe. These have helped to significantly increase the administration's capacity to service the MPs. Efforts have also been geared towards enhancing the parliament's relationship with the media and communication with the public. The project has also tried to address the participation of Algerian women in politics. Although the number of women who won in the May 2007 elections has not increased dramatically, the project activities have nonetheless contributed to starting a serious debate by raising awareness on possible options and involving all political party leaders in the discussion. The overall agreement on the need for a Forum of Women MPs and its imminent formal creation within the Parliament are indicators of the project's success in this area. The project has managed to work with both Houses of parliament. In often quite challenging conditions, it has succeeded in installing a sense of collaboration between the APN and the Conseil de la Nation.

Proposed GPPS III Programming. In addition to the achievements of the projects, as described above, the United Nations Development Assistance Framework (UNDAF) of 2007-2011 that was jointly approved by the United Nations Country Team and the Algerian government has included in its third outcome in the area of governance a specific output on parliamentary development. "The capacity of parliamentarians and parliament staff will be strengthened in matters related to legislative work, control and partnership building with civil society." The inclusion of parliamentary development in the UNDAF shows political will on the part of the Algerian Government to sustain the momentum that had been generated by GPPS II. Four areas of interventions have been identified for work with the Algerian parliament during GPPS III:

- Review of Legislation. One set of activities will focus on strengthening Parliament's legislative capacity, primarily by supporting the work of committees. Work would include training on legislative amendments and on input and dialogue from civil society actors. Work to strengthen committees would also include knowledge management and information systems within the parliament, in particular, support for recording and disseminating committee work and proceedings. Where issue specific work with committees is involved, priority would be given to support on MDG and gender related issues. The mid-term evaluation suggested strengthening the work of parliamentary groups in addition to committees. These activities need to be elaborated in collaboration with parliamentary group leaders from all tendencies in light of the organization and functioning of parliamentary groups in other multi-party democracies.
- Budget Analysis and Parliamentary Oversight. Activities will build on the work achieved during the current phase and will focus on budget analysis and parliamentary control. The aim is to build a minimum of in-house capacity to support budget review and fiscal analysis, possibly with the aim of setting up a separate budget support office, as was done with UNACEB in Benin. Both this set of interventions and the set of interventions on review of legislation would be presented within the context of the theme of parliaments and government effectiveness.
- Press and Civil Society Relations. Parliamentary strengthening must be accompanied by the development of a more participatory and democratic culture in Algeria. Parliament can be an important actor in developing this broader democratic culture, by ensuring that the debates within parliament involve input from civil society and are disseminated widely in the press. Programming would involve work within parliament on CSO outreach, but also skills building with the CSO community on advocating in parliament. In disseminating information, the program would work with the parliamentary administration in the production of newsletters, bulletins, and the two houses' websites. However, this would also be complimented with training for MPs on media skills. In terms of support to the media, work may include technical inputs into the creation of a parliamentary television and/or radio channel, in an effort to ensure that this is done in a way that broadens debate and pluralism, rather than constrains it. In addition, the programme may seek to support the development of a parliamentary press corps, whereby members of the media specialize in parliamentary coverage.
- Women's Political Participation. The program would continue to support the Forum for Women MPs that was created during GPPS II in the aftermath of the elections. The Forum may be a useful entry point to advance issues of women's political participation in parliament, as well as a way to deliver training on a cross-party basis to women in parliament. In advance of the next elections, there is an opportunity to lay the groundwork for increased willingness in political parties to expand the women's candidates. As with other gender programming, efforts would be made to tie the programming to iKNOW Politics, particularly as the Arab language version of iKNOW Politics is launched.

Management and Budget. A number of suggestions on project implementation made by the mid-term evaluation will be addressed in GPPS III. These include a proper steering committee involving MPs from various factions to address the too strong reliance on both Houses Presidents and Secretaries General and ensure better engagement of MPs and enhanced ownership. It is also the intention to hire a full-time project coordinator as it is the case in Lebanon, Niger and Benin. Particular attention will also be given towards South-South experience sharing. A detailed project document covering mid-2008 until the end of 2011 will be developed by a mission of the GPPS programme team during spring 2008. It is foreseen to provide US\$ 900,000 for the duration of the GPPS III phase.

Programme Component 4.2: Benin

Background. Benin was one of the first of the 'new wave' of African countries to adopt democracy beginning in the early 1990s. The country's political evolution opened new possibilities for stability, characterized by the regular organization of free and transparent elections permitting the alternation of power between different political movements, founded upon consensus on the major questions of institutional structure. The constitution adopted on 11 December 1990, which is still in place, introduced a presidential system along with a unicameral parliament with the power of oversight over governmental action. The advances in democratic functioning and respect for human rights make Benin an example on the African continent. However, the democratic system should still be considered fragile, having regard to the country's relatively low index for human development, and unmet expectations for economic development as well as a continuing tendency for the country's political divisions to be based on regional and ethnic factors. The country has a highly fractured and ideologically undeveloped political party system.

The Presidential elections of 2006 were organized in transparency and with respect for democratic norms, further confirming the relative stability of the country's democratic system. The active involvement of the civil society and the parliament, in the advent of that election, to hinder an attempt of the incumbent President to change the constitution to allow him to participate in the elections towards a possible 3rd term, is worth underlining. Benin's National Assembly is composed of 83 MPs who are elected for a four-year term. Last legislative elections took place at the end of March 2007, with a turnout of close to 60%. Only about 30% of the MPs were re-elected – underlining the need for continued support in helping the new crop of MPs further entrench democratic norms and practices. The strategic importance of Benin as an example to other Francophone African countries, many of whom have less solid democratic foundations, also argues for continuing international support.

Previous GPPS Programming. The first phase of collaboration between the National Assembly of Benin and UNDP began with the signing of a protocol of agreement on 18 January 2001, giving birth to the GPPS I project. During the GPPS I phase, support was focused on strengthening the capacities of the National Assembly in the domains of analysis, oversight, and evaluation of the national budget, which led to the creation of the UNACEB (State Budget Analysis, Oversight and Evaluation Unit) and therefore facilitated an enhanced oversight role of the state budget by the National Assembly.

The GPPS II project in Benin built on the successful GPPS I foundations, and covered a range of areas, including: 1) strengthening the National Assembly in matters of legislation and oversight of executive actions; 2) strengthening the National Assembly's representative and communications capacities with a view to strengthening its image among the public; and 3) supporting the adoption of laws to improve the status of women in society and to protect children. The mid-term evaluation's assessment was quite positive on the Benin project, both in terms of objectives achieved and the project's administration. Its main findings include:

- 'There have been substantial improvements in quantitative indicators such as legislative production, interpellations of ministers, parliamentary commissions of enquiry, and opportunities for citizen participation.' All these areas were supported by the GPPS.
- In regard to the legislative function, a qualitative strengthening of parliament is demonstrated through the greater effectiveness with which the institution has dealt with the national budget.
- Numerous activities on improved representation have been conducted. Worth mentioning are the GPPS sponsored parliamentarian field visits that have highlighted the need to improve government services to girls and women, and support for affirmative action in constitutional reform. Some of it has already led to the adoption of new legislation such as on trafficking and exploitation of minors. Deputies have shown a greater responsiveness to the interests of citizens, which has contributed to an improved image of parliament.
- The project has helped parliament to pilot consultation with civil society on the proposed national budget; this is an unusual step in a parliament within a developing democracy. Progress has also been made towards a more systematic oversight of the public expenditures.'

The mid-term evaluation also identified a number of issues that warrant further programming in a continuation of GPPS programming, albeit recognizing that it may be appropriate to begin to look to phase out programming slowly in the coming years. First, the evaluation noted that there remains a practice not to share key posts in the institution between the representatives of the different political tendencies. 'Winner takes all' practices are generally seen as hostile to deepening of democratic and participatory practices and certainly limit parliament's potential role as a location for the resolution of conflicts. Second, there remains a tendency for parliament to marginalize deputies not schooled in French. Lastly, the mid-term evaluation noted the disappointingly low proportion of women represented in parliament. While there is support for the introduction of a quota of minimum representation of both sexes in the Assembly, it was not adopted in time for the 2007 legislative election.

Proposed GPPS III Programming. The GPPS II mid-term evaluation recommended that it be continued for a period to help solidify and extend the tremendous advances Benin has made in its transition towards a stable democracy (particularly in light of the high turn over in the elections). During the upcoming phase, and in particular beyond 2009, the priority will be placed on helping Benin's parliament to share some of its democratization experiences with parliaments in other countries in the sub-region and beyond. This will have the impact not merely of skills transfer but will also lead to a further reinforcement of Benin's pride in and commitment to the democratic path. Remaining programming will focus on a select set of issues:

- *Participation of Women in Parliamentary Work.* GPPS III will support a greater involvement of women deputies in parliamentary life through a more intensive capacity-building programme for women parliamentarians, and will also support efforts to adopt a quota system in Benin.
- *Strengthening the Role of Parliament in Poverty Reduction.* There is a need for continued work to assist parliament to play its constitutional role in programmes such as the PRSP, which frame government policies in a wide range of areas. As the UNDP-Benin office has a work programme on the PRSP and the MDGs, it will be possible to ensure that parliament is properly integrated into key elements of the development, follow-up, and evaluation of such programmes.
- *Support on Budget Closure.* Benin's 'loi de règlement', which establishes the process through which past expenditures are accounted for and related to budgeted expenditure, is not well implemented. GPPS III will support the parliament's efforts to address problems associated with budget review and closure, in coordination with the other state institutions who are involved in the process. This should help to further substantiate the budgetary discussions within the parliament.
- *Support to the Assembly Radio.* Efforts towards the establishment of a parliamentary radio are currently being made; GPPS III will support the communications section of the parliament through the provision of technical expertise.

Management and Budget. A project coordinator will continue to steer the project, guided by the multiparty-steering committee, during the remaining two years of the project. Activities are budgeted for US\$ 390,000 through 2010.

Programme Component 4.3: Lebanon

Background. Lebanon is a country with a long history of multi-party democracy. The country is a constitutional parliamentary republic with special provisions safeguarding the representation of the country's religious groups in its state institutions, due to its complex confessional mosaic. The constitutionalization of the distribution of state power positions between different religious communities results from the 1989 Taef Accords which formed the foundation of a return to peace after a long and intense civil war. Lebanese political movements are rooted in the country's various confessional groups, but are also historically identified with various political ideologies of the Left, Right, Arab nationalism, and attitude towards various external actors. Alliances between the various political forces have shifted

considerably over time: in recent years the major opposing political alliances have been multi-confessional.

The last parliamentary elections took place in May-June 2005 and elected the 128 Members of Parliament. The Rafik Hariri List, an anti-Syrian bloc lead by Saad Hariri, took control of the legislature. The next parliamentary elections are scheduled in 2009. The President is indirectly elected by the Parliament for a six-year term. Presidential elections should have taken place during the autumn of 2007, but have been postponed as no consensus could yet be reached between the opposing blocs. The internal and external security situation in Lebanon remains extremely fragile, and the political environment is tense. While the national dialogue process involving all parties within the parliamentary arena, for which the GPPS II has planted the seeds, had started to work effectively in the Spring of 2006, the war between Hezbollah and Israel during the summer of 2006 brought that to an end. Since then the Parliament has not been in session and has operated only partially. This has required the GPPS support to be creative and work around the difficult environment to deliver some of the activities and results originally foreseen.

Previous GPPS Programming. Lebanon was not originally one of the country pilots of the GPPS II programme. However, it was decided in the summer of 2005, in the aftermath of the assassination of ex-Prime Minister Rafiq Hariri, to support the parliament with GPPS II, using some of its contingency funds. The project included five main objectives: 1) consolidation of parliament's role as a place of dialogue to support national reconciliation; 2) strengthening of the legislative services of the parliamentary administration; 3) strengthening of Parliament's role as guarantor of constitutional order; 4) integration of a human rights approach in parliamentary work; and 5) support to inter-parliamentary cooperation/diplomacy. While the political context since the fall of 2006 has been extremely complex, the project has managed to do take forward most of what it had planned. Some of the highlights of the GPPS II work include:

- Supporting national reconciliation. GPPS II conducted number of seminars and roundtables and produced several publications on parliament's role in national dialogue. In addition, a comparative mission in Belgium on parliament's role in national dialogue was organised. The parliament's role has been especially significant during the post-Hariri assassination period, as underlined above. Political crisis ensuing after the Israeli attacks precluded further direct building of the institutional role in dialogue. However follow-up does include supporting legislative initiatives on decentralization and on political parties, which were mandated within the Taef Accords.
- Strengthening of legislative services. A new organigramme of the parliamentary institution has been developed, although it has remained difficult to fully implement it due to complexities of inter-community balance. Staff has benefited from exchanges with the French and Belgian parliaments as well as specific in-house training.
- Integration of a human rights approach in parliamentary work. With the involvement of all relevant partners (parliamentary human rights committee, the Lebanon high commissioner for human rights, UNDP, and civil society), the project is assisting the partners in developing a national human rights plan. MPs from different groups were able to work together on these issues, and the project was intended to provide common ground for cross-party dialogue.

On the one hand, the project has provided real benefits to individual parliamentarians and staff; on the other, parliament as an institution remains somewhat ineffective in resolving the broader political conflict, given the unique role of parliament in Lebanon. However, project partners and the donor community felt that the project is nonetheless important in providing one of the few neutral places within parliament where people from different groupings could work together.

Proposed GPPS III Activities. The period extending from 2008 to 2011 in Lebanon will be characterized by three major political events that will have direct effects on parliament: 1) the election of a new President by the parliament early 2008; 2) the likely adoption of a new electoral law prior to the 2009 legislative elections; and 3) the legislative elections planned in 2009. An assessment of the GPPS II Conflict Prevention and Recovery Guidelines shows that in many areas, Lebanon's parliament is still not currently in a position to play a substantial role in resolving the broader political conflict. Nonetheless, the project's

success in the area of human rights suggests that there are times and places where parliament can play a lead role. GPPS III activities will continue its support to the Parliament to play more effectively a role towards conflict prevention and resolution. The following actions will be implemented in (2008-2011) in two stages:

- Transitional stage (extending until fall 2008): The project will continue to operate according to its current objectives. Progress towards the adoption of the Human Rights action plan is foreseen. In parallel, a new document for the project for the years (2008-2011) will be prepared and discussed among UNDP-Lebanon, GPPS and the Lebanese Parliament. In addition, a project orientation committee of the project, involving MPs from different groups, will be formed even if modified in 2009 due to legislative elections. As circumstances allow, particular emphasis will be placed on support to efforts to reform the electoral law, as well as supporting the laws on decentralization and political parties.
- Objectives of Phase III (2008-2011). Four components are foreseen. First, the program will reinforce the role of the Parliament regarding human rights issues. This will include support in implementing the National Action Plan for Human Rights. It will also include support to harmonize existing legislation with international conventions and support to the parliamentary committees concerned with human rights issues. Second, the program will seek to reinforce the internal democratization of the parliament, by supporting a review of the rules of procedure. It will also include support to the political party groups to play a larger role in setting institutional direction of parliament. Third, the program will include a focus on the representation of women in parliament, and a focus on gender-sensitive review of legislation. Finally, the project will support parliament's role in oversight. This will include support for parliamentary control of the security and defense sectors, the state budget, human rights, and anticorruption efforts.

Management and Budget. As indicated above, the GPPS III project will be steered by a committee composed of representatives of the parliament, MPs and senior staff, and of the UNDP-Lebanon office. A project coordinator and his team will be in charge of project implementation. An initial budget of US\$ 600,000 will be allocated to Lebanon. If the current political tensions de-escalate and greater political space opens up for program work, it will be possible to access some of the contingency funds allocated for national projects.

Programme Component 4.4: Mauritania

Background. After several decades marked by social and political crises which culminated in the 2003 and 2005 military coups, the Mauritanian people finally witnessed the beginning of a new phase and the country was provided with an opportunity to move from military to civilian ruling and engage in a democratization process, initiated by a series of reforms and elections in 2006 (municipal and legislative) and 2007 (presidential). One of the world's poorest countries, Mauritania also aspires to future economic prosperity on the exploitation of its reserves of oil and natural gas. Political life has always been shaped by tribal, ethnic, family, and personal considerations; however, the recent establishment of democratically elected institutions in Mauritania is seen as an opportunity for the parliament to emerge as a forum for national dialogue and an effective actor in the consolidation of democracy and good governance. In December 2006 the 95 members of the National Assembly were elected in a pluralist and competitive two-round election contested by 28 political parties and several independent groups. Elections of members of the Upper House (Senate), composed of 56 members, took place in February 2007. The adoption of a quota system led to the election of 27 women out of the 151 deputies and senators, and the emergence of Mauritania among the countries with the highest proportion of women in parliament in the entire Middle East and North Africa region. In only a few months, the political landscape was totally transformed. During the first and extra-ordinary sessions of the present legislature held this past summer, the parliament was more active than ever before in Mauritania's history. For the first time the adopted budget law included amendments made by the parliament.

The newly elected parliament, unlike the previous one – considered by most as a weak and useless institution, needs to adapt to this new context. There seems to be a general consensus on the need to

empower the administration and members of parliament to enable them to play a more effective role in legislation and oversight. However, the project identification mission to Nouakchott, conducted during the first week of October 2007, provided a good sense of the many challenges that face the two houses of parliament and their respective administrations. This mission provided an excellent opportunity to learn more about Mauritania's recent political developments. It also helped to identify possible windows of opportunity for GPPS III programming with the Mauritanian Parliament, and discuss areas where collaboration with the UNDP-Mauritania office and other actors currently providing assistance to the parliament can be consolidated and reinforced.

Previous GPPS Programming. Mauritania was not included in previous GPPS phases programming at the country level. Since the beginning of 2007, the UNDP country office has been providing some support to the Senate through a one-year project under the DGTTF framework.

Proposed GPPS III Programming. While there are clear similarities in the challenges facing the Senate and the National Assembly, mainly in terms of human resources deficits, poor administrative organization, lack of basic equipment, unclear administrative leadership (SGs of both houses are yet to be appointed), absence of qualified committee support staff, poor understanding of parliamentary procedures and work, short duration of parliamentary sessions (2*2 months/year) etc., there seem to be two different dynamics. While the National Assembly expressed a firm readiness to embark on a series of internal reforms, the Senate is more focused on immediate assistance through staffing, training and equipment. Both houses have set-up special committees to review the internal procedures, but the National Assembly has also set-up, with the support of NDI, a review process of its internal management, financial management, personnel regulations, and administration organization chart. The proposed revisions are currently being discussed in sub-committees and should be adopted during the next parliamentary session and implemented over the next year or so.

Based on these findings and on the needs expressed by various counterparts at both chambers of parliament, the following areas stand out as the key priorities that need to be addressed in designing a support programme to the Mauritanian Parliament (National Assembly and the Senate):

- Parliamentary Committees: There is an acute need for technical assistance and capacity building at the level of both chambers. Most MPs (more than 70%) are newly elected and have little experience with the legislative process. There is also little expertise and given the poorly equipped research services and absence of qualified staff, the members' ability to understand draft bills and make meaningful amendments remains limited. Support should try to address these needs by helping the two chambers invest in permanent committee support staff. UNDP can provide them with the knowledge and tools necessary for professional and timely service delivery. Support activities should also target MPs through basic training in the legislative process and amendment drafting techniques. Helping the parliament open up to civil society and academia could also contribute to facilitating access to information and data and strengthening the work and performance of committees.
- Parliamentary Groups: Infrastructure problems have prevented parliamentary groups from organizing themselves within the two chambers of parliament and are weakening their chance to grow into consolidated blocks capable of voicing cohesive opinions and interacting among each other at the level of the committees and the plenary sessions. Like committees, they all also face challenges ranging from lack of human resources to poor communication and absence of adequate administrative support services. Project activities should include assistance to parliamentary caucuses including support to developing internal organization structure and procedures, familiarization with the functioning of political groups in other countries of the region, encouraging the assignment of support staff to reinforce the communication with the administration and among the caucuses themselves.
- Support to Women MPs: Women account today for nearly 20% of the members of the National Assembly and 16% of the Senators. They also have accessed important positions within the two chambers, including the posts of Vice-Speaker and President of standing committees (the Budget

and Finance Committee of the National Assembly is a woman). Although there is a clear awareness of the success achieved in the elections, most are also aware of the important mission that they have been entrusted with and the need, in order for them to succeed, to strengthen their capacities in various areas, more particularly in gender issues. Specific capacity building action should involve women from both chambers and focus on thematic capacity building (gender, environment, poverty reduction, etc.). This should contribute to strengthening their capacity to initiate and discuss legislation. Other basic needs such as trainings in ICT and communication skills can be addressed through activities involving all members of parliament. Support to the creation of a women MPs forum can play an important role in consolidating the learning process and launching a national debate on women's political participation. The project should encourage linkages with the regional work both in West & Central Africa and the Arab States through information and experience sharing.

- Support to the Secretariat and Administrative Services: Both the National Assembly and the Senate suffer from a lack of human and material resources. These deficits need to be addressed if the parliament is to fulfil its role in the new political context. At the level of the Assemblée nationale, support could be geared towards accompanying the process of change (new organigramme, recruitment of new staff and adoption of new parliamentary staff statute and HR policy) as well as the implementation of the change focusing on training the staff on various specific topics related to their work (report writing, preparation of analytical notes, legislative drafting, etc.). Support to the Senate should be provided in response to a clear engagement on the part of the Senate in an institutional building process.

Management and Budget: It is recommended to establish a project steering committee involving deputies and senators representing the majority and the opposition as well as the administration (SG or other) and to foresee the recruitment of a project coordinator, preferably based within the parliament. An initial budget of US\$ 900,000 will be allocated to Mauritania during the GPPS III phase. Discussions with the UNDP-Mauritania governance team and other actors involved in support work to the parliament provided a platform for exchange of ideas on how to achieve effectiveness through adequate assistance projects, reinforced through collaboration and coordination among the various actors. UNDP-Mauritania and the European Commission are both interested in mobilizing additional funds for a joint parliamentary development programme starting in 2008.

Programme Component 4.5: Morocco

Background: Morocco is a constitutional monarchy with a bicameral parliament. The Chamber of Representatives is comprised of 325 seats, 295 elected according to a proportional system and 30 seats elected from a national list reserved, by political consensus, to women. The Chamber of Councilors comprises 270 members elected indirectly from local government and representatives of the professions. Morocco's September 2007 legislative elections (Chamber of representatives) have confirmed the country's slow yet tangible democratic progression. For the first time, international observers were accepted in addition to a large network of local NGO's, and most described the exercise as more transparent in comparison with previous elections. However, these elections also mark—with their 37 percent participation—the lowest voter turn-out in the nation's history (51% in 2002). Some observers argue that this is due to the lack of voter education efforts, but most link this weak participation to political disengagement and the citizens' firm belief that their vote will not lead to any meaningful change. It is worth-noting that the new house of representatives is technically elected by only 4.6 million voters out of the 15.5 million eligible voters and the general population of over 30 million.

This lack of trust in elections translates a general lack of confidence in politics and in political institutions. Out of the 33 parties which competed during the September 2007 election, 23 parties/coalitions and 5 independent candidates will be represented in Parliament²⁴. This political fragmentation also contributes

²⁴ The Istiqlal Party (PI) won the highest number of seats, 52, followed by the moderate Islamist Justice and Development party (PJD) with 46 seats, the *Mouvement Populaire* (MP) with 41 seats, the *Rassemblement National des Indépendants* (RNI) with 39 seats, the *Union Socialiste des*

to increasing citizen skepticism towards the parliament as a strong representative authority capable of addressing some of the country's most pressing challenges such as poverty and unemployment. Regardless of the results of the current negotiations between the newly appointed Prime Minister (Istiqlal Party leader) and the other political parties, the resulting parliament will be faced with several challenges. Most urgently, it needs to build its own image and reach out to the people. It also needs to strengthen its role vis-à-vis the executive, and participate more actively in the decision-making process. Some may argue that this is possible only through constitutional and electoral reform, which will empower the parliament and allow it to be more significantly present and effective. However, a review of the parliamentary performance during the last legislature shows that progress can happen, with support, in the current context.

Previous GPPS Programming. The GPPS Phase II project was signed in July 2004 but only started effectively in 2006, due to project management issues. The project was initially designed to target three main objectives: 1) implementing the administrative reform package recommended during the earlier UNDP-supported project; 2) strengthening the capability of the committees through training and access to knowledge and independent information, and with emphasis placed on the role of parliament in the promotion and realization of the Millennium Development Goals; and 3) developing Parliament's information, research, and communication services. Despite continuous efforts to implement work with parliamentarians and maintain a balance between support to the administration and support to MPs, the project's work with parliamentary committees and the MDGs remains limited. However, substantive achievements were made in several areas. First, the project has been successful in supporting the implementation of the administration's new structure and related modernization initiatives (competitive recruitment, modern human resource management, training, knowledge management, etc.). Second, the project has assisted the development and validation of a parliamentary communication strategy, both internal and external. This strategy translates the necessity of the parliament to become more open through reaching out to citizens, the media, and civil society organizations.

Proposed GPPS III Activities. The GPPS III project with the Moroccan parliament will build on the achievements, lessons learned and the challenges encountered during the current and previous phases²⁵. It will be designed to address some of the most urgent needs of the institution, such as outreach and communication, but will devote much of its work towards enhancing the capacity of MPs in areas where they are likely to need knowledge, training and networking.

A more detailed workplan will be developed during the first half of 2008, based on needs expressed by the new parliament's leadership and members. However, the following areas of work have been identified by the project team as possible areas to follow-up on previous work and explore new grounds with the Chamber of Representatives:²⁶

- Parliamentary Outreach. The parliament will benefit from additional support in increasing its capacity to inform the public and engage citizens in the work of the parliament. The recently adopted parliamentary communication strategy includes a number of public outreach tools which should be pursued throughout the next phase. These include printed materials for internal and external dissemination, the Chamber's website, support to the press unit/office, new communication procedures on the activities of the Chamber, openness to the public, etc.
- Committees. The parliament also needs support in strengthening committees. Technical support activities will include legislative drafting and amendment drafting, as well as support to the in-house research staff. Committees will be supported in building links with researchers and experts in academia and civil society.

Forces Populaires (USFP) with 38 seats and the *Parti du Progrès et du Socialisme (PPS)* with 17 seats. The remaining 92 seats are distributed among independent candidates and 17 parties/coalitions.

²⁵ See GPPS II Mid-Term Evaluation Report.

²⁶ Work with Chamber of Councilors also needs to be further examined; the project has been facing increasing demand for support from the Upper House.

- Parliamentary Party Groups and the All-Party Women's Caucus. There is also a need to support parliamentary caucuses. Activities would include training on caucus rules and procedure, caucus management, linking policy platforms and legislative agendas, and outreach and communication.

Management and Budget. As is the case with the current phase, the project will have a steering committee composed of representatives of the parliament and the UNDP-Morocco office. The UNDP project team will ensure that a project coordinator is appointed to carry out the adopted work-plans and report to the steering committee. An initial budget of US\$ 600,000 will be allocated for programming in Morocco. Pending effective delivery and the achievement of results, consideration will be given to allocating Morocco a portion of the contingency funds.

Programme Component 4.6: Niger

Background. Since 1990, Niger has encountered important periods of instability, including an armed rebellion from 1991 to 1996, as well as two military coups d'état in 1996 and 1999. The Fifth Republic heralded by the constitution of 1999 appears to have opened a new period of political stability in the country. Currently, the country has a competitive political party system. Holding substantial powers within a semi-presidential system, Niger's National Assembly plays an important role in the political life of the country and contributes substantially to the stabilization of Nigerien political life. Parliament has been relatively effective since democratic restoration, in particular since the second legislature of the 5th republic that was elected in November 2004 for a five-year period. Niger has roughly five well-structured political party groups (majority and opposition) that play an important role in parliament. After many years of extremely low representation rates of women (only one woman elected in the 1999-2004 parliament), a quota law was passed in 2002, and 14 women were elected in 2004 elections, accounting for 12.4% of members, in excess of the minimum requirement of 10%.

The country continues to face enormous challenges, including continuing extreme poverty and weak indicators of human development. In that context the Nigerien government has developed, in the framework of its commitments regarding the MDGs, a new National Poverty Reduction Strategy, with the support of technical and financial partners, including UNDP. The success of the implementation of this strategy rests on the level of population's support to the development, on the political and social stability as well as on the mobilisation of the funds. On June 1, 2007, the government of Niger has been sent home after the adoption of a motion of censure by the National Assembly. Despite the large governmental majority in Parliament, the corruption case in the education sector discussed in parliament eventually led to the dismissal of the government. It was an important developmental event in the history of Niger's young democracy.

Previous GPPS Programming. Development of Niger's National Assembly has been supported through both GPPS I and II. GPPS I activities emphasized the strengthening of the representation role through public consultations; successful national consultations supported the substantive revision of the decentralization law. GPPS II continues support on representation and oversight, support to women's participation, and parliamentary staff strengthening. Assistance is also currently being given towards the development of a strategic development plan.

The mid-term evaluation commended the project results. The impact of the project is measurable in terms of an improvement in the quality of legislative work, oversight of government activities, and the role of representation of the Nigerien people. There is greater involvement of parliamentary commissions in the examination of bills proposed by the government. Parliament's increased efficiency is demonstrated by its consideration and passage of a larger number of pieces of legislation proposed by government, and by a doubling in the number of laws proposed by parliamentarians themselves. In the area of government oversight the impact of the project has been demonstrated through the use of different constitutional mechanisms for government oversight, such as establishment of various commissions of enquiry and the above mentioned motion of censure of the government. The project has also shown results in supporting the newly elected female deputies to play a full role in parliamentary life. Concerning the number of deputies unschooled in French, the project has helped to improve their participation, giving them a better

sense of their role and responsibilities as deputies. The project's objective of helping parliament to measure the country's progress against the Millennium Development Goals has potential to make a useful contribution to institutional strengthening and to meeting the MDGs. The mid-term evaluation proposed that GPPS III put additional emphasis on parliament's role in MDG achievement.

The mid-term evaluation underlines that all of the key actors emphasized their support of the project as a core vehicle for continuing the strengthening of the Niger parliament and strengthening of the democratic system in Niger. Moreover, the Nigerien experience could also be an inspiration to other parliaments in the sub-region and beyond; this would permit not only the exchanges of good practice but also reinforce Niger's confidence in the success of its own democratic transition.

Proposed GPPS III Activities. The National Assembly recently planned to improve the efficacy of the Parliament through a decennial Strategic development plan which is built on 5 priority topics: 1) promotion of democratic governance, 2) improvement of the political and social dialogue of the parliament, 3) strengthening of the parliament's role as a dialogue institution with the population, 4) support to the legal initiatives by members of parliament and 5) reinforcement of parliamentary diplomacy. Building on parliament's strategic development plan, a number of interventions have been identified that would allow a third phase to deepen previous GPPS work:

- Strengthening member and staff capacity. The training planning workgroup, composed of key staff from the parliamentary administration with the support of external experts, has played an important role in the success of the GPPS training programmes. The members of the training workgroup are now able to replicate the trainings provided in GPPS II and as such ensure long-term sustainability. However, certain gaps remain to be addressed in the next phase, and there have been requests for deeper support on budgetary oversight, despite training that was provided more generally on parliamentary oversight in 2005. GPPS will organise a joint workshop (more specialized support) with the Finance Commission with a view to develop a joint intensive training programme for Commission members and their staff. The program could assist in addressing the issue of delays in the final reconciliation of revenues and expenditures through supporting a study on the functioning of the 'loi de règlement,' which will also involve the Cour des Comptes.
- Public Outreach. The assembly requires additional support to expand its outreach and communication to the Nigerien people. Despite its weak transmitting power, the Voice of the Hemicycle radio is highly appreciated by both the population from in and around Niamey, and by parliamentarians. Parliament is strongly supportive of implementing a radio with a stronger transmitter and thus wider coverage, and also in providing a programming schedule rather than merely retransmitting Assembly plenary debates. GPPS III efforts will be made to support parliament in acquiring a larger transmitting capacity, and the potential for directly relaying Voice of the Hemicycle to the whole of Niger.
- Parliamentary Diplomacy and Exchanges. The assembly has also requested additional support in building their capacity to hold exchanges and liaise with other parliaments and inter-parliamentary organizations. The Nigerien parliament could be a useful example for other parliaments in the sub-region and beyond, and would also help to reinforce Niger's confidence in the success of its own democratic transition.

Management and Budget. A full time project coordinator will continue to steer the project, guided by the multiparty-steering committee. It is foreseen to provide US\$ 780,000 from 2008 to 2010 and to gradually phase out.

Programme Component 4.7: Rwanda

Background. Since the genocide of 1994, the government of Rwanda has recognized the centrality of good governance in its own nation-building agenda. Pivotal to this is the recognition that the genocide

was the culmination of long-standing, ongoing and chronic failures of governance. This included a failure of the state to deliver services or any of the pre-conditions of economic growth, as well as a willingness to blame these failures on ethnic and socially divisive issues. In the period of transition that followed 1994 and concluded with parliamentary and presidential elections in 2003, the transitional assembly played a useful role in helping the country to stabilize and setting the framework for Rwanda's future. Since the 2003 adoption of the new constitution and elections, further progress has been made in reinforcing the different state institutions. There are signs of increasing openness and tolerance of government criticism in Rwanda. Media now appears to be far more independent than a few years ago. The Auditor-General has been forwarding to Parliament high quality reports, which identify a variety of weaknesses. These reports are hotly debated by the Parliamentarians. Such debates are frequently picked up by the local press. Progress is indicative of the strong political will which backs the changes.

However, democracy in Rwanda remains fragile. For a number of reasons, democracy is built on consensus politics rather than the politics of contest. Human and institutional capacity is weak, considering the state failure that occurred less than fifteen years ago, taking with it the lives of many of the ablest public servants. The political environment adds additional challenges. Debates about political freedom have rumbled on in Rwanda for some years, and have recently been given considerable prominence. Some feel that the Government of Rwanda has proved that it is, in fact, far from tolerant when it comes to allowing political debate, and the public expression of views that are contrary to government policy.

The Chamber of Deputies, elected in September 2003, has 80 members elected for 5 years, 39 of them are women which makes it the parliament with the highest percentage of women (48.75 %). The Senate is composed of 26 members, half of them elected by local councils, 8 by the President and the remainder representing minorities, all of them have an eight year term. The administration of the both Houses is with a total of 100 staff small. Some of the services are common to the two Houses.

Considering that it is only its first term, the Parliament has accomplished much with limited means. It has been particularly active on legislative issues, amending and adopting numerous laws, while trying to consult with citizens as much as possible. Conscious of its multiple challenges, the parliament has adopted an ambitious strategic development plan in 2006, covering 2006 until 2010. It has continued to look for support from donors. UNDP has been one of the stronger supporters of parliament. In the fall of 2007, UNDP stepped up its support to parliament through the new UNDP-DFID good governance programme. This program is entitled "Enhancing effectiveness and capacities of key national institutions, mandated to promote state accountability and responsiveness." Parliamentary support is the largest component of this program, focusing on strengthening committee work and building a parliamentary radio. GPPS programming would seek to complement this work, and ensure that it is leveraged as effectively as possible to provide high-quality technical support.

Previous GPPS Programming. GPPS I provided support in the formation of the Forum des Femmes Parlementaires Rwandaises (FFPR). Rwanda was not a program country during GPPS II, although there has been ongoing contact during GPPS II. For example, in connection with the development of *Guidelines for the International Community on Parliaments and Crisis Prevention and Recovery*, GPPS commissioned a case study on Rwanda.

Proposed GPPS III Activities. A mission to Rwanda was undertaken to identify possible intervention areas. GPPS III would respond to some of the specific objectives of the Parliament's strategic development plan not covered by any other support. The programme would, however, be fully integrated with the parliamentary pillar UNDP-DFID programming and would reinforce and complement its scheduled work. Given its global nature and long-term expertise, GPPS would also be a source of technical support to the overall UNDP support to the parliament and facilitate networking and linking with other relevant experiences and partners. Based on the needs expressed by the various counterparts of the Parliament and in line with the above mentioned aim to complement or deepen what is already been done, it is suggested to address the following areas:

- Budget Oversight. Currently, the parliament has only a very limited number of staff. For state budget matters there is only one assistant for each of the two houses' Finance Committees. Since MPs have also no personal assistants, it would seem appropriate to support, as UNDP has done in other countries the creation of a budget support office as part of the Parliament's administration. This office would help the MPs to play a more active role in the budget formulation and adoption phase, as well as help them engage more effectively in the monitoring of state expenditures. Close collaboration with civil society organization and the Auditor-General would be encouraged through this work.
- Human Resource Policies. Currently, parliament suffers from high turnover of staff, most of whom are civil servants. The situation is less than ideal, since significant support goes to training parliamentary staff (including through the UNDP-DFID programme). GPPS III would assist the Parliament in reviewing the current statute governing the parliamentary staff and possibly create a specific parliamentary service, as in many other countries, and seeking to address some of the issues of staff turnover.
- Constituency Relations. While MPs seem to go regularly to their constituencies, these visits too often have no immediate connection to work done within the parliament. Support could help link the specific legislative work discussed in Committees to be presented and discussed during field visits, with the aim to better represent the people's interests.
- Forum des Femmes Parlementaires Rwandaises (FFPR). FFPR is recognized for their strong advocacy on gender and women's political participation in the region and beyond. Support of the GPPS would address specific issues of the FFPR strategic plan, including practical efforts towards engendering the budget. Simultaneously, the FFPR experience and success in advocacy will be analysed and used for a regional working group addressing the challenges and divers experiences of women parliamentarians.
- Orientation Programme in 2008. A specific request was made to organize an orientation training of for new Deputies in 2008. GPPS could, on the basis of the module developed in partnership with the SADC PF and other experiences, facilitate the design and organization of this training.

Management and Budget. As mentioned above, the GPPS support would be pooled with the UNDP/DFID support and benefit from the steering and administrative support available, including an international chief technical advisor and a local project coordinator who are based in the Parliament. GPPS programme manager further suggested to UNDP CO and DFID the creation of a multiparty steering committee, something highly welcomed. An initial budget of US\$ 900,000 is allocated to the programme component.

Project Component 5: Administration

Programme Component 5.1: Global, Regional and Country Contingency Funds

Contingency funds are un-programmed resources to be utilized to respond to unforeseen programme opportunities. Contingency funds will only be allocated following consultation and agreement by the donor Government.

Programme Component 5.2: Project Management

The budgeted amount covers the salary, benefits and office rental costs for the GPPS Programme Manager, who would be based in the UNDP Brussels Office, as well as the salary, benefits for the dedicated GPPS operations specialist, based in the Democratic Governance Group in New York. The budgeted amount also covers for support in conducting the mid-term evaluation.

V. Management Arrangements

A. Business Case

Democratic governance is a vital component of human development and has a central role to play in the achievement of the MDGs. Parliamentary development is an expanding area of UNDP's democratic governance practice. UNDP's role in parliamentary development has grown significantly in the past decade. In 1994-95, only five countries had projects for parliamentary strengthening. By 2007, UNDP was supporting parliaments in roughly over 65 countries. Since parliamentarians represent an important segment of political leaders, low cost programs can have a large impact. For example, in 2005, parliamentary development represented 11% of the practice outcomes, but only 2% of the budget. UNDP also implements multi-layered parliamentary support programmes through the Global Programme for Parliamentary Strengthening (GPPS), which provides limited resources to global, regional and national level parliamentary programmes.

UNDP supports about one in three national parliaments globally, in recognition of parliamentary institutions' important role in democracy and development.²⁷ Parliaments are fundamental to establishing the rule of law, protecting human rights, a proper balance of power, overseeing transparent governance processes, and ensuring national compliance with international obligations. In addition, the shift toward budget support as a vehicle for development assistance, for many donors, means that the existence of effective democratic oversight institutions is essential. DFID-UNDP-WBI Donors Consultation on Parliamentary Strengthening (May 2007) highlighted that while parliamentary strengthening is not a new area for donors, it is rising on many donors' agendas, particularly within the broader context of renewed efforts to strengthen democratic governance and implement the Paris principles on aid effectiveness. Continued technical leadership in the international community is now more needed than ever, given increased donor attention to the parliamentary development and given new entrants to the parliamentary development field. In light of the Paris Declaration, the donor community is increasingly looking to parliaments to play a more robust role in overseeing budget expenditures, particularly in countries where direct budget support is increasing. However, the gap between these expectations and reality in many countries remains large. There is a continued need to ensure that learning generated through GPPS is better disseminated, both within the UN system and externally, to ensure a minimum level of technical quality throughout UNDP's programming and to ensure that lessons learned are better shared throughout the international community.

In this regard, the GPPS program is able to support the improvement and development of the new **Service Delivery Platform** for parliamentary development under the **UNDP 2008-2011 Strategic Plan**. The current internal and external environments and demands require UNDP to strengthen its work in the area of Parliamentary Strengthening and through the GPPS III the following benefits are to be expected for UNDP:

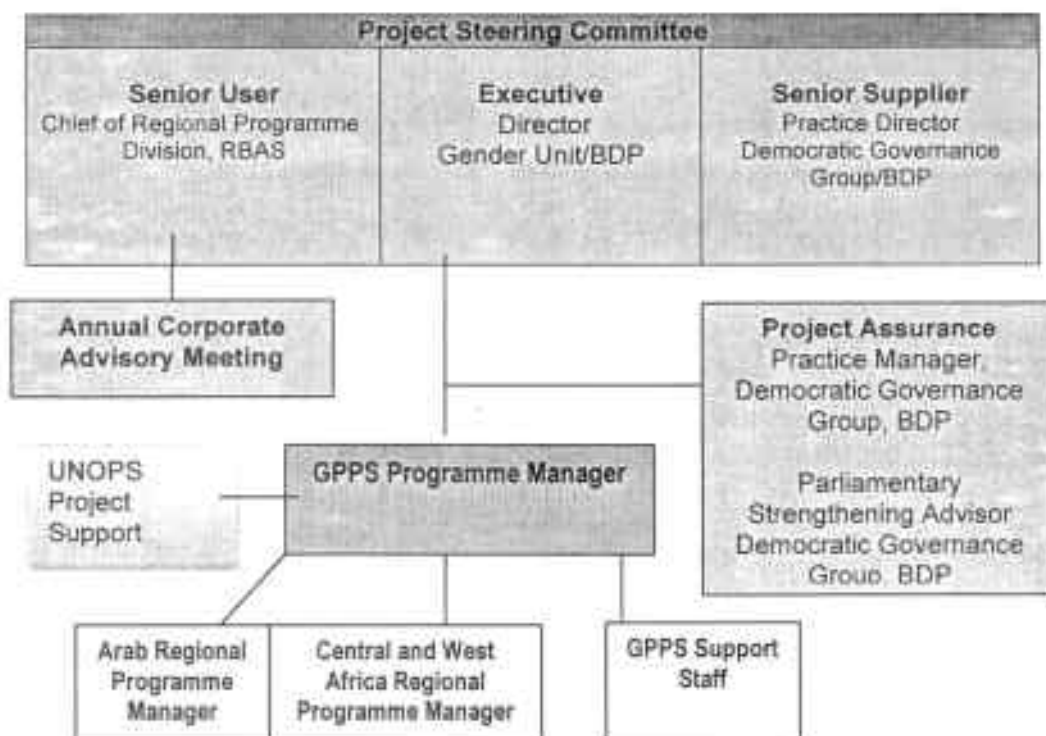
- Maintain UNDP as a leading agency in the field of parliamentary strengthening;
- Develop and share knowledge on innovative approaches to parliamentary strengthening;
- Creation and dissemination of knowledge products to respond to the needs and demands of country offices, including in close collaboration with regional governance programmes;
- Ensure a more active global role on technical leadership and advocacy within the parliamentary development community (including using the broader UN system to help shape and define the field of parliamentary development);
- Finally, enhance UNDP capacity in parliamentary strengthening to better respond to the demands at the country levels, and as well as take the lead in the creation and effective management and sharing of knowledge and experience related to the policy.

²⁷ UNDP Annual Report 2007.

B. Project Organization Structure

It is suggested to have the Director of Gender Unit at BDP to act as the Project's executive as the issue of women's political empowerment cuts across all GPPS levels of activities. This individual serves as the **Executive and Chair of the Project Steering Committee**, and is responsible for the following tasks: 1) ownership of the project's business case, 2), overall direction and guidance for the project, 3) responsible for chairing Project Steering Committee meetings and reviews, 4) managing project risk, 5) reviewing exception reports and plans, and 6) delivery of project results and objectives.

The Project Steering Committee also includes both a senior user and a senior supplier of these types of services. The **Senior User** on the Project Steering Committee will be the Director of the Regional Programming with the Regional Bureau for Arab States. The Arab regional component has been the most developed regional component of GPPS, and many of the services provided by the GPPS are in support of the Arab Regional Programme and of POGAR, the Programme on Governance in the Arab Region. The Senior User has the following responsibilities: 1) ownership of the project from a user (beneficiary, stakeholder) viewpoint, 2) approval of User Specifications for deliverables, 3) attendance at Project Steering Committee meetings and reviews, 4) prioritization of project issues, 5) reviewing exception reports and exception plans, and 6) recommend any action on changes. The **Senior Supplier** on the Project Steering Committee will be the Practice Director of the Democratic Governance Group. The Senior Supplier has the following responsibilities: 1) Ownership of the project from a supplier viewpoint, 2) approval of functional specifications for project deliverables, 3) attendance at Project Steering Committee meetings and reviews, 4) prioritization of project issues, 5) reviewing exception reports and exception plans, and 6) recommending any action on changes.



Project Assurance will be the responsibility of the Practice Manager of the Democratic Governance Group. The project assurance role includes: 1) assurance that the project adheres to the business case, on behalf of the executive, 2) assurance that the GPPS is consistent with, and helps support, the UNDP Service Delivery Platform for parliamentary development (with the support of the Parliamentary

Strengthening Advisor), 3) monitors compliance with user needs and expectations (on behalf of the Senior User), 4) attends Project Steering Committee meetings and reviews, 5) also provides supplier assurance (carried out by spot-check/audit of deliverables and outputs, 6) ensures the technical quality of the GPPS outputs through a review of GPPS products and deliverables.

Project Management is the responsibility of the GPPS Programme manager. The GPPS Programme Manager is responsible for: 1) the day-to-day management of the project, 2) planning, monitoring and control, 3) reporting on progress to the Project Steering Committee and the donor, and to the Parliamentary Development Policy Advisor in terms of assuring programme quality, 4) provides overall management of the GPPS programme management of the regional programme managers, 5) coordinates with the management in the country offices regarding management of country staff working on GPPS issues, 6) provides direction and partial supervision of the dedicated PSU/GPPS support staff responsible for ensuring provision of project support services to the GPPS program, and 7) ensuring delivery of project deliverables.

C. Project Execution

Past GPPS projects have been executed by UNOPS. The mid-term evaluation of the GPPS project recommended that issues relating to UNOPS execution be reviewed in connection with any new phase of the GPPS project.

The project is UNDP (DEX) executed. UNOPS will be engaged for operational support and the project will be implemented within the framework agreement between UNDP and UNOPS for project implementation. UNOPS will be responsible for providing financial, administrative and operational support services for the duration of the project. A detailed breakdown of responsibilities can be found in Annex A, attached to this document.

The Matrix of Responsibilities reflects the result of discussions and mutual expectations in order to enhance the collaboration between UNDP and UNOPS with respect to the GPPS Programme. The UNOPS Portfolio Manager/Focal Point for GPPS will liaise on a direct and continuous basis with the GPPS Programme Manager in order to ensure timely, efficient and effective service delivery by UNOPS. UNOPS shall be present as Observer at Project Steering Committees in order to provide financial data or information on status of administrative actions, as required. GPPS Staff at the national and regional levels will continue preparing the substantive part of the operations work.

D. Reporting

In accordance with UNDP accounting and reporting procedures, the following monitoring reports will be prepared by UNDP for review and clearance by UNDP and cost-sharing partners:

- Semi-annual progress reports, to be submitted to the cost sharing partner(s) each year in January and July. The report shall describe the Programme activities and results, and outline the rate of implementation of planned activities. The report shall also contain an interim financial report. The January report will include, aside from an activity and results matrix, a detailed narrative of all of the programme's work, while the July report will limit the narrative to the highlights and the activities and results matrix with the financial report.
- An annual report of GPPS income and expenditures certified by the comptroller of UNDP. The report shall show the status of Programme income and expenditures at the end of each year and shall be submitted to the donor within the first six months of the year immediately following.
- A mid-final term review will take place during the third year of the programme to assess the impact of the programme towards achieving its target goals, to document pilot case studies and lessons learned for wide dissemination.

UNOPS shall provide quarterly expenditure reports to UNDP, year-end financial expenditure reports as certified by the UNOPS Comptroller and relevant financial information as required to facilitate preparation of the above-mentioned donor reports.

UNDP and cost sharing partner(s) will meet a minimum of two times per year to discuss the annual work plan and to review the progress of Programme implementation and determine how to reorient the programme and/or utilize un-earmarked resources (if necessary). In addition, UNDP welcomes representatives of the cost-sharing partner(s) to participate in project reviews and evaluations, and visit any of the programme activities.

Annex A: GPPS Results and Resources Framework

Applicable Strategic Plan Key Result Area 2.2. Strengthening Responsive Governing Institution							
Outcome: Strengthened capacity of parliaments, with a particular emphasis on parliaments and government effectiveness							
Objective 1: To Support Global Leadership and Advocacy in Parliamentary Development							
Outputs	Key activities	Y1	Y2	Y3	Y4	Inputs	Budget (\$)
Output 1: Parliamentary development report is produced	1.1 Creation of a Parliamentary Development Report Team with IPU and ASGP. 1.2 Publication of a high-profile report on the state of the world's parliaments 1.3 Organization of a series of launch activities and a media campaign	X	X			Research, Production of a report, Publication, launch activities and media campaign	525,000
Output 2: Regional parliamentary associations are engaged and support parliamentary benchmarks or standards	1.1. To define future partnership with the CPA on modalities for the implementation of the CPA benchmarks 1.2. To support new regional initiatives to build consensus and codify international norms and standards for democratic parliaments 1.3. To organize regional workshops and regional validation discussions 1.4. To support parliamentary reform committee of parliaments in conducting a review of their parliaments against emerging international standards	X X	X X	X		Regional workshops, pilots, consultations with other partners	480,000

Output 3: Development of parliaments and government Effectiveness Knowledge Products	1.1. To support the development of knowledge products with respect to parliaments and governance effectiveness or other leadership activities		X	X	X	Knowledge products, Policy Note, documentation of case studies	600,000
	1.2. To provide seed money to support new initiatives for example on MDG advocacy	X	X	X			
Total Budget Objective 1							1,605,000

Objective 2: To Share Parliamentary Development Expertise within UNDP, UN and external parliamentary development practice

Outputs	Key activities	Y1	Y2	Y3	Y4	Inputs	Budget (\$)
Output 1:Parliamentary Development Web portal is created	1.1. To expand and update the content of existing parliamentary development website with parliamentary partner organizations	X	X	X		Technical assistance and IT support, Donor coordination Meetings, Communication campaign	300,000
		X					
	1.2. To contract a consultant to create a dedicated new portal		X				
		X	X	X			
	1.3. To organise an official launch of the website						
1.4. To recruit a Knowledge Network Facilitator							
1.5. To organize steering committees with representatives of partner organizations							

Output 2: UNDP Parliamentary staff training is organized	1.1	To organize a UNDP Parliamentary Training	X	X	X		Training workshop, Update of Practice Note, Technical Assistance to country offices	300,000
			X					
	1.2	To develop an on-line training modules for UNDP staff on parliamentary development		X	X	X		
	1.3	To prepare quarterly practice updates to the UNDP parliamentary development community of practice	X	X	X	X		
	1.4	To increase the support in the recruitment of short and long-term legislative development personnel						
Output 3: Emerging Needs support mechanism is in place	1.1	To further support the implementation of the Guidelines for the International Community on parliaments and Crisis Prevention and recovery		X	X	X	Consultation with other Donors, Guidance Note, Assessment missions	450,000
				X				
	1.2	To Create a Emerging Needs support mechanism		X	X	X		
	1.3	To provide technical assistance at the country level upon request (assessment mission, report, development of a project document)						
Total Budget Objective 2								1,050,000

Objective 3: Regional Programming on Parliamentary Strengthening							
Outputs	Key activities	Y1	Y2	Y3	Y4	Inputs	Budget (\$)
Arab States Region							
Output 1: Parliamentary Working Groups are organized in the Arab States	1.1 To continue support for parliamentary working groups 1.2 To organise a working group workshop on parliament and the reform of political party legislation 1.3 To continue to support the security sector governance and parliamentary oversight working Group 1.4 To launch the Internal Governance of Parliaments Working Group 1.5 To launch a Working Group on Parliament and the Budget 1.6 To launch a Working Group on parliament and water management.	X	X	X		Working Groups, Research and Data collection exercises, Policy Development	750,000
Output 2: Support to women in parliament and political parties	1.1 To continue the translation of key materials into Arabic 1.2 To generate Arab language content for IKNOW Politics 1.3 To ensure the dissemination and use of IKNOW Politics through the Arab Region 1.4 To organize country-level IKNOW events in the region 1.5 To conduct regional trainings on women in politics in strategic locations	X	X	X		Capacity Building, Regional Meetings, Tool development, IT support	750,000

<p>Output 3: Knowledge Building and Dissemination</p>	<p>1.1. To update, disseminate and further develop www.arabparliaments.org as a new virtual forum for MPs</p> <p>1.2. Translation from Arabic to English of GPPS II documents from the Arab region</p> <p>1.3. To develop synergies between www.arabparliaments.org and www.iknowpolitics.org</p>		X	X	<p>Knowledge Products, Awareness raising, Development of Knowledge products.</p>	750,000
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West and Central Africa Region							
Output 1: Sustainability of activities initiated under GPPS II is ensured	1.1 Support to the involvement of parliaments in poverty reduction and national development plans 1.2 To organize a regional seminar on the role of parliamentarians in national development programmes and MDGs 1.3 To develop materials on MDG Advocacy 1.4 Support to countries in the region in advance of approval of national development plans or PRSPs. 1.5 To organize a regional workshop on anti-corruption policies in the region 1.6 To support with APNAC and GOPAC efforts to advance national efforts towards ratification and implementation of UNCAC in the region	X	X	X	X	Working Groups, Development of advocacy and knowledge products, Support to country offices, collaboration with regional partners	600,000

<p>Output 2: Parliamentary Working Groups are organized in West and Central Africa</p>	<p>1.1 To organize a multi-national task force of senior parliamentarians and former deputies to study regional practices</p> <p>1.2 To present the findings at a regional workshop and adopt practical recommendations</p> <p>1.3 To share the experiences of Rwanda and Niger on women's political participation at a regional workshop</p> <p>1.4 To generate content for iKNOW Politics</p> <p>1.5 To create a working group together with the Amani Forum and other partners to deepen knowledge and experience on parliamentary oversight of the security sector.</p>		X	X	X	Capacity Building, Regional Meetings, Knowledge development, Working Groups, Tool and Knowledge development	900,000
<p>Output 3: Knowledge Building and Dissemination in West and Central Africa</p>	<p>1.1 To ensure the dissemination of reports, research papers and other relevant material through existing forums and at regional meetings or conferences</p>			X	X	Knowledge Products, Communication	600,000
<p>Total Budget Objective 3</p>							4,350,000

Objective 4: To support country parliamentary programmes ²⁸							
Outputs	Key activities	Y1	Y2	Y3	Y4	Inputs	Budget (\$)
Algeria							900,000
Output 1: Review of Legislation	<p>1.1 To support committee work through practical training on amendment formulation and to ensuring dialogue is established with civil society actors.</p> <p>1.2 To strengthen Parliament's knowledge management: codification and dissemination of commission work and proceedings</p> <p>1.3 To mainstream MDGs and Gender in the work of parliamentary committees</p>	X	X			Training, Knowledge Development, Policy Development	
Output 2: Budget Analysis and Parliamentary Oversight	<p>1.1 To build a basic level of budget analysis capacity in the parliamentary administration.</p>		X	X	X	Capacity Building and Training	
Output 3: Relations between the Parliament, the Press and Civil Society are strengthened	<p>1.1 To develop a parliamentary press corps</p> <p>1.2 To strengthen capacity for civil society outreach.</p> <p>1.3 To increase capacity for public outreach by parliament through the production of newsletters, bulletins and support to the websites of both houses.</p>		X	X		Training, Knowledge Development, Policy Development, Development of communication tools	

²⁸ Activities at the country level will be further identified and developed following identification missions and problem analysis workshops at the country level.

Output 4: Women's Political Participation	1.1 To support the Forum for Women MPs 1.2 To build capacity of women MPs to advocate for greater political participation.	X	X	X	X	Training, Capacity building, Development of awareness raising tools	
Benin							390,000
Output 1: Larger Participation of Women in parliamentary Work	1.1 To build capacity for women parliamentarians and support to the new legislature towards the adoption of some kind of quota system	X	X			Training, Capacity building, Development of awareness raising tools, Advocacy	
Output 2: Strengthening the Role of Parliament in Poverty reduction	1.1 To ensure that parliament is properly integrated into key elements of the development, follow-up, and evaluation of MDGs and PRSP processes.		X	X		Training, Capacity building, Policy Note	
Output 3: Support to the Process of Budget Closure	1.1 To support the efforts to go beyond the problems underlying the closure of the budget cycle and to recommend steps that each interested institution can take in order to establish a properly functional system.	X	X			Technical assistance and programming mission	
Output 4: Support to the Assembly Radio	1.1 To support the communications section of the parliament and help it to establish a schedule of programmes.	X				Development of communication tools	

Lebanon							600,000
Output 1: Pre-Election programming (to second half of 2008)	<p>1.1 To support current GPPS II objectives.</p> <p>1.2 To support the electoral law and on laws on decentralization and political parties.</p>	X	X			Technical assistance, Programming mission	
Output 2: Post-Election Programming (2009-2011)	<p>1.1 To enhance capacity of parliament to support implementation of the National Action Plan for Human Rights.</p> <p>1.2 To contribute to the reform of the parliamentary rules to provide greater internal democracy in the parliament.</p> <p>1.3 To strengthen capacity of women parliamentarians and capacity for gender sensitive review of legislation.</p> <p>1.4 To improve oversight capacity in target areas (oversight of security sector, budget, human rights and anti-corruption).</p>			X	X	Capacity building, technical assistance	

Mauritania						900,000
Output 1: Support to Parliamentary Committees	<p>1.1 To strengthen capacity of committee support staff.</p> <p>1.2 To train MPs in basic legislative skills including legislative process and amendment drafting.</p>	X	X			Working Groups, Training
Output 2: Support to Parliamentary Groups	<p>1.1 To develop internal organization and procedures.</p> <p>1.2 To train support staff to ensure effective internal communication.</p>		X	X		Policy Note, Training
Output 3: Support to Women MPs	<p>1.3 To train and capacity building exercise on gender issues for more adequate legislation.</p> <p>1.4 To support to the creation of a woman MPs group to consolidate the learning process and encourage linkages to similar groups across the Arab and West Africa Regions.</p>	X	X	X		Training, Capacity Building, Working Group, Partnership and exchange of information with other actors in the region
Output 4: Support to the Secretariat and Administrative Services	<p>1.1 To assist in the implementation of the adopted reforms and new structure and regulations.</p>		X	X	X	Technical assistance, Guidance notes

Morocco							600,000
Output 1: Parliamentary Outreach	1.1 To implement the parliament's communications strategy, including increased improved materials for internal and external dissemination, revised website, enhanced press unit/office, and new communication procedures on the activities of the Chamber.	X	X			IT Support, development of communication tools	
Output 2: Committee Capacity Building	1.1 To increase capacity of committees with respect to amendment drafting and legislative research.		X	X	X	Capacity building	
Output 3: Parliamentary Groups Capacity Building	1.1 To improve caucus effectiveness, including improved openness in caucuses through rules revision, greater ability to articulate legislative agendas, and to communicate the caucus position to the public			X	X	Guidance Notes, technical assistance	
Niger							780,000
Output 1 :Strengthening member and staff capacity in target areas	1.1 To reduce the delays in the final reconciliation of revenues and expenditures 1.2 To improve capacity of the finance committee		X	X		Guidance notes; Capacity building	

Output 2: Public Outreach	1.1 To expand the coverage of the Voice of the Hemicycle	X	X			Development of communication tools	
Output 3: Parliamentary Diplomacy / exchanges	1.1 To increase exchange and information sharing with neighbouring parliaments.	X	X			Working Groups	
Rwanda							900,000
Output 1: Strengthening Parliamentary Budgetary oversight capacity	1.1 To support the creation of a budget support office as part of the Parliament's administration.	X	X	X		Capacity building	
Output 2: Human resources policies	1.1 To review the current statute governing parliamentary staff	X	X			Guidance Notes, Programming mission	
Output 3 : Constituency Relations	1.1 To improve the capacity of MPs for constituency relations, including increased use of "report backs" to districts		X	X	X	Capacity building	
Output 4 : "Forum des Femmes Parlementaires Rwandaises"	1.1 To increase the capacity to implement the FFRP strategic plan, including increased capacity to advocate for gender-sensitive budgets.	X	X	X		Training	
Output 5: Development of an Orientation Program	1.1 To support the delivery of an orientation training for new deputies in 2008.	X				Training and capacity development	
Total Budget for Objective 4							5,070,000