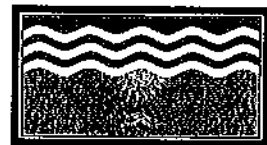


Kiribati Parliament Support (Maneaba ni Maungatabu) Project

United Nations Development Programme

And

Government of the Republic of Kiribati



This project was formulated on the basis of the validated and accepted recommendations of a Legislative Needs Assessment (LNA) report which was prepared for Kiribati Parliament in 2008. In December 2008 the LNA report was discussed during a LNA validation workshop in Tarawa where all stakeholders including members of Parliament, senior government officials, community leaders participated and provided feedback to the LNA report. During the Validation 21 of the 36 recommendations were accepted. The accepted recommendations, particularly those that focussed on supporting the Parliament Secretariat, Members of Parliament and Constituents were used as the basis for designing the project outputs and activities. This project focuses on achieving the following outputs: (i) institutional strengthening and resourcing of parliament secretariat and its relationship with financial and legislative institutional within the government; (ii) provide targeted support to members of parliament; and (iii) support the Parliament Secretariat and constituents at large through civic education initiatives to generate public interests in parliamentary governance and participatory decision making at the national and local levels.

Project Summary

Country: Republic of Kiribati
Project Document

UNDAF Outcome(s) Good Governance and Human Rights

National governance systems exercise the principles of inclusive good governance, respecting and upholding human rights; and resilient Pacific island communities participate in decision-making at all levels

Expected CP Outcome(s)

2.1 Republic of Kiribati demonstrates and upholds the Forum Principles of Good Leadership and Accountability protect human rights and make available mechanisms to claim them

Expected CP Output(s):

2.1.1 Improved capacity of national parliaments and Government institutions and systems to enable the efficient and effective performance of oversight, accountability, legislative, representative functions and roles including improved capacity for equitable representation and participatory democracy through civic and human rights education.

Expected Project Output(s):

Output 1: Kiribati Parliamentary Secretariat Strengthened
Output 2: Members of Parliament supported in their Parliamentary and constitutional roles
Output 3: Public awareness conducted and increased knowledge amongst island communities about functions of the Maneaba ni Maungatabu
Output 4: Support to Parliament Project is effectively managed and implemented

Implementing Partner/Executing Entity:

Office of the Speaker

Responsible Party/Implementing Agency:

United Nations Development Programme

Programme Period: 2008 - 2012
CPAP Programme Component: Parliament
Strengthening & Participatory Democracy
Project Title: Kiribati Parliament Support Project
Atlas Award ID:
Start date: 2009
End Date: 2011
PAC Meeting Date

Total resources required USD\$434,109 - 00
Total allocated resources:
• Regular USD\$150,000 - 00
• Other:
• Donor
• Donor
• Government
Undeclared budget: USD\$ 284,109 - 00
In-kind Contributions

Agreed by (Government)

Agreed by (Implementing Partner/Executing Entity):

Agreed by (UNDP):



Handwritten signatures and dates: 12/8/09, 12/8/09, and other illegible marks.

LEGAL, INSTITUTIONAL AND SOCIO-ECONOMIC CONTEXT

Republic of Kiribati became an independent nation state on July 12 1979. In 1977, representatives from various divisions of the island communities participated in a nation-wide constitutional conference which resolved that Kiribati's constitution should combine aspects of both presidential and parliamentary systems and structures of governance. Framers of the constitution believed that this legal framework accommodates the egalitarian socio-political structure of Kiribati Society. The Parliamentary system in Kiribati is quite unique in the sense that the President who is both the head of state and head of Government is an elected MP, nominated by MPs and voted nation-wide. In addition, the Kiribati traditional Maneaba system and customary values which emphasises equality and where elder males have considerable influence on contemporary politics remains a key feature of contemporary Kiribati political culture. Kiribati's population in 2005 was 92,533² and 49.7 percent live in Tarawa, where the capital is located.

The national economy is dominated by the services sector which has been largely determined by income from abroad through: the Revenue Equalisation and Reserve Fund (RERF) A\$20 – A\$30 million annually); fishing license fees (worth US\$30 – 40 million annually); remittances of Kiribati overseas seamen (A\$10 million annually) and official development assistance. The country is spatially dispersed, giving rise to challenges of facilitating effective governance.

The key legal documents that deal with the role of the national government in Kiribati are the 1979 Constitution; the Rules and Procedures of the *Maneaba ni Maungatabu*; the Elections Ordinance; the Electoral Regulations; Election of the Beretient Act; and the Council of State Act.

Section 66 – 69 of Kiribati Constitution and the Rules and Procedure of Maneaba ni Maungatabu outline the following roles of the *Maneaba ni Maungatabu*: law making for peace, order and good government of Kiribati, representing and mediating differing constituency interests through bills and legislation, debating and establishing political priorities and allocating resources to directly improve peoples livelihoods; providing oversight to the executive; and giving the electorate a voice in public policy making and implementation processes.

But Parliamentarians' ability to discharge their constitutionally prescribed roles is much more complex and challenging. This is in view of the following: (i) challenges of maintaining strong parliament-constituency relationship (members often represent large electorates which are geographically very dispersed); (ii) limited support resources within the Parliamentary secretariat; (iii) high dependency on trust funds, aid and externally produced income; and (iv) the increasing impact of internationally binding treaties and resolutions on domestic law. Among other international agreements, Kiribati has endorsed the Millennium Development Goals (MDGs); the Convention on the Elimination of all forms of Discrimination against Women (CEDAW); Pacific Platform for Action (PPA); the Convention on the Rights of the Child (CRC); and the Forum Principles of Good Leadership and Accountability. Kiribati is also a member of the Pacific Islands Forum and has endorsed the Pacific Plan, which prioritises four key areas for action: (1) good governance; (2) economic growth; (3) security; and (4) sustainable development. As a member of the Commonwealth, Kiribati is also a party to the Commonwealth declarations on good governance and it is also a member of Commonwealth Parliamentary Association (CPA).

The co-existence of culture alongside two major religious groups (Catholic 55.3 percent and Protestants 35.7 percent) exerts considerable influence on the systems and institutions of

¹ Lamour, P & Barcham, M 2004, Transparency International Country Study Report, Asia Pacific School of Economics and Government, Australian National University, Canberra.

² Ministry of Finance, National Statistics Office, 2005 *Census of Population*, Volume 1, Basic Information and Tables, Table A, p12.

governance. The challenge for Kiribati parliamentarians and elites is to effectively perform their oversight and legislative functions having assumed multiple social and political obligations as community leaders and parliamentarians.

In terms of economic performance, the Government of Kiribati acknowledges that 'confidence in fiscal sustainability has been weakened by recent performances.'³ There has been an increasing drawdown of the Revenue Equalisation Reserve Fund, increasing Government budget deficits and a rising national debt due to decline in government revenue.⁴ With decreasing export earnings from 14 million in 1997 to an annual average of 6 million since 2000 (against an estimated annual import bill of 80 million) the RERF has been increasingly withdrawn to offset the trade deficit. Increasing drawn down of the RERF resulted in a gradual decline of its per capita value⁵. These are partly caused by both external (rising fuel price, fluctuating price of copra & seaweed, volatility of fishing license) and internal (rising population, Kiribati remoteness and spatially dispersed geographical location, and local infrastructure problems) factors. Recent economic performance suggests that Parliament ought to play a stronger financial and legislative scrutiny role in ensuring that fiscal deficits are reduced, spending is rationalised, cutting losses at state owned companies, put in place measures to halt the decline in the per capita value of the RERF for current and future generations and creating conducive investment climate for private sector development.

According to the Kiribati MDGs Report 2007, while improvements have been observed in some areas, Kiribati is facing a daunting challenge in addressing core issues (under Goals 1, 6 and 7) relating to opportunities to earn income, and the access to food and safe drinking water;⁶ reduction in the spread of HIV/AIDS, health and sanitation, and equitable access to goods and services in the outer islands. Recent laboratory tests shows the majority of well water tested in urban areas (including Tarawa) are not safe for drinking. The recent rise in infant mortality rates from 43 in 1995 to 52 per 1000 in 2005 is a cause for concern as child's survival reflects the social, economic and environmental conditions under which they live. Maneaba ni Maungatabu's leadership is important to ensure that the necessary legislative frameworks to address these issues, as well as appropriate oversight and enforcement mechanisms are enacted. The Maneaba ni Maungatabu (a key duty bearer) is responsible for ensuring that supportive policies are developed and implemented and to promote action to help alleviate hardship and to improve the quality of life in Kiribati. Members of Parliament have the mandate and legislative authority to promote and endorse human rights-based and gender sensitive legislation to ensure commitment for action to address national priorities, as well as obligations to international and regional norms such as the MDGs, CEDAW, CRC; the PPA and; the Pacific Plan and the Commonwealth Parliamentary Association (CPA).

UNDP's Experience with Pacific Parliamentary Support

UNDP recognizes that it takes time for democratic values and institutions to become entrenched. Democratic development is a work in progress. UNDP and its partners have recognised that strengthening democratic institutions and encouraging the incorporation of democratic parliamentary values into traditional and local governance frameworks is essential for achieving the Millennium Development Goals and promoting sustainable development.

Experience has shown that prefacing a parliamentary programme design process with a Legislative Needs Assessment (LNA) provides a strong basis for developing meaningful local ownership and engagement with local counterparts and development partners. LNA's have been used by the UNDP as a basis for designing long-term parliamentary support activities. Between 2000 and 2003 Legislative Needs Assessments (LNAs) were carried out for eight Pacific Island Countries through the UNDP project – Governance for Livelihoods Development (GOLD). Following the completion

³ See Kiribati Development Plan: 2008-2011, p4.
⁴ Republic of Kiribati, *Millennium Development Goals, 2007*, Figures 4 & 5, p7.
⁵ Republic of Kiribati, *Millennium Development Goals, 2007*, p7.
⁶ Kiribati MDG Report 2007, p13

of the LNAs, workshops were held in Fiji, Marshall Islands, and Solomon Islands to discuss the recommendations in the reports and agree on ways forward. Subsequently, parliamentary support projects were designed and mobilised in all three countries. This has shown that whilst Pacific Island countries have slightly different parliamentary systems, different colonial histories, and are of different sizes, they were united by shared obstacles to good parliamentary governance.⁷

In 2007, an independent evaluation of UNDP's Parliamentary support projects in Solomon Islands, Marshall and Fiji noted both success and lessons learnt for future reference. In all countries, the Parliamentary support projects had successfully developed national capacity through a mix of the following interventions:

- **Successful Orientation/dialogue workshops** for members of Parliament were conducted in Fiji (2005) Solomon Islands (2006) and Marshall Islands (2008) with other development partners. These workshops have proved to be useful in promoting democratic dialogue and sharing of ideas on Member's roles, as regards broader constituency and national issues. In addition, UNDP's preparatory assistance⁸ projects in Kiribati, Tuvalu, Tonga and Vanuatu have convened successful orientation workshops for Members of Parliament. In Kiribati, the Orientation Workshop resulted in a follow-up workshop for the Public Accounts Committee in May 2008. In Tonga, a successful Talanoa workshop for members was held in July 2008. The workshop was highly commended by members for the opportunity it provided for democratic dialogue and information sharing. This was timely given that Tonga is currently going through a challenging period of political transition.

- **Strengthening capacity of Parliamentary secretariats** – Through graduate trainee programmes (in Fiji and Solomon Islands); targeted training for existing staff; documentation of policies and procedures; and development of manuals for administrative and professional support staff.

- **Supporting public accounts committees** – In Solomon Islands and Marshall Islands, the projects laid a foundation for more effective PAC operations, in particular, by strengthening Secretariat support to the PAC, improving their relationships with the Auditor General and facilitating linkages to regional and international capacity development opportunities.

- **Improving information services** – All of the Projects supported improvements in the outputs of Hansard staff, and in Fiji, the Project strengthened local systems and capacity for the production of Journals by documenting the proceedings of the Upper and Lower Houses of the Fiji Parliament between 2000 and 2006. This will provide a valuable resource to the Public in years to come. The Marshall Islands project set up new parliamentary library facilities, while the Solomon Islands project has implemented new computerised information and research systems.

- **Undertaking public outreach** – All of the Projects prioritised initiatives focused on generating public interest in democratic governance and parliamentary functions. For example, websites were developed in Marshall Islands; Solomon Islands, which have proven very useful resource. In Marshall Islands, Parliamentary newsletters were published and roundtable meetings with civil society and stakeholder groups are proving to be useful in informing the public about the legislative agenda. Civic education programmes are currently being developed in Solomon Islands and Marshall Islands in the second phases

⁷ UNDP, 2003, Report on Strengthening Pacific Parliaments: Legislative Reform Programme for PIC, viewed, 20 August 2007, <<http://regionalcentre.pacific.undp.org/fj/files/AN23073.pdf>>

⁸ These are one year projects which were developed in response to requests from Speakers of Parliament in Kiribati, Tuvalu, Tonga, Palau, and Vanuatu.

(2008 -2010) of their Projects. In Fiji, the NICE⁹ and in-School civic education projects complemented the parliamentary support project.

Having supported Pacific legislatures over the past seven years, the capacity and experiences accumulated over time will support the UNDP, country specific legislatures themselves and development partners to advocate for positive change in Kiribati. This will be done by connecting Kiribati to knowledge, experience and resources to help develop national capacity for strengthening parliamentary democracy in support of the achievement of the Millennium Development Goals.

UNDP's Mandate to support Kiribati Maneaba ni Maungatabu (Parliament)

UNDP's mandate to support the Maneaba ni Maungatabu is firmly tied to the key policy areas, issues and strategies outlined in the Kiribati Development Plan 2008-11 (KDP). UNDP's consultations with the Government of Kiribati are documented in the United Nations Development Assistance Framework (UNDAF); Country Programme (CPD); and Kiribati's Country Programme Action Plan (CPAP) 2008 – 2012. Under the outcome area of good governance and human rights, the Government of Kiribati (through its endorsement of Kiribati/UNDP country Programme Action Plan CPAP) agreed for UNDP to support the KDP 2008–2011 to achieve an output whereby the capacity of Kiribati Parliamentarians, government institutions and systems would be "strengthened to enable the efficient and effective performance of oversight, accountability, legislative, representative functions including improved capacity for equitable representation and participatory democracy through civic and human rights education."

Critical governance issues highlighted in the Kiribati Development plan (KDP) 2008 – 2011 include: improving auditing work; updating and improving enforcement of legal accountability frameworks; and improving compliance to the Kiribati Parliament's Public Accounts Committee's recommendations. Specific strategies identified in the KDP 2008 – 2011 as regards the role of Parliament include: review, update and regulation/legislations strengthen enforcement mechanisms at all levels; and strengthen the Public Accounts Committee (PAC) to improve the quality of PAC outputs and increase public awareness of the PAC's findings¹⁰.

UNDP's Partnership with the Kiribati Parliament

UNDP has been engaging with the Parliament of Kiribati since November 2007 through its Preparatory Assistance Project to the Kiribati Parliament. This is part of UNDP's contribution to creating an enabling environment to facilitate consultation, conceptualization, and participatory formulation of a long-term parliamentary support package for Kiribati Parliament. An Orientation Workshop for MPs was held in November 2007, followed by a Public Accounts Committee Workshop in May 2008. In August 2008, UNDP conducted a Legislative Needs Assessment (LNA) for Kiribati Parliament. The LNA 2008 proposes concrete recommendations for strengthening Parliamentary Offices, strengthening the law-making functions of the Maneaba ni Maungatabu; strengthening constituency relationships, and strengthening the oversight functions of the Maneaba ni Maungatabu. Results of the above processes and reports informed the substantive focus of this project.

Challenges and issues to be addressed

Given the importance of Maneaba ni Maungatabu to ensuring effective participatory development in Kiribati, it is important that it is appropriately supported. Its ability to effectively perform its constitutional roles and responsibilities hinges on: (i) the effectiveness of its existing institutional and administrative structures and support systems; (ii) the influence of its evolving political culture

⁹ National Initiative for Civic Education

¹⁰ See Kiribati Development Plan: 2008-2011, pp 33-34 issues: 1; 2 & 8

and work ethics; (iii) and the level of fiscal and technical resources allocated to Parliamentary Offices. Thematic issues documented in the Kiribati Development Plan 2008 – 2011; LNA report 2008; MDGs report 2007; induction report 2007 and PAC workshop report 2008 have highlighted opportunities for inclusion of members and constituents in policy dialogue and capacity development initiatives, in addition to institutional strengthening for Parliamentary Offices.

The project will focus on addressing the following issues and challenges.

(a) Parliamentary Offices need Capacity Development assistance

There is a need to upgrade staff capacity and resourcing of parliamentary offices. At present, most staff lack specialised training. Systems for monitoring performance of parliamentary staff also need upgrading. Being part of the public service commission, staff is at risk of being easily reshuffled into other departments. This could undermine capacity development, staff continuity and the retention of institutional knowledge in Parliamentary Offices. This concern is shared by the Public Service Commission, which has itself raised the possibility of the Parliamentary Offices becoming independent, to avoid potential political pressures emanating from the Public Service Commission.

There is a notable absence of a Corporate Plan to enable a better level of prioritisation, planning and budgeting for Parliamentary Offices. Parliament needs greater research capacity and improved library facilities to assist members in accessing information; preparing for sittings, parliamentary debates and drafting of bills. Currently, these services have not been available to members.

In terms of its oversight the Auditor General's office together with the Public Accounts Committee are critical instrument for ensuring effective financial oversight of government finances. Section 115 (1) of the Kiribati's Constitution and section 62 of the Rules of Procedures of the Manababu Maungatabu outlines the memberships and roles of the Public Accounts Committee (PAC). Section 66 of the Rules of Procedure empowers the PAC to invite any person to give evidence before it and may require persons so invited to give evidence on oath or give affirmation on evidence. Despite its constitutional powers, it has been acknowledged that the Public Accounts Committee had not been able to effectively perform financial scrutiny functions". Finding of the LNA 2008 shows that previous reports of the Public Accounts Committee, recording verbatim extensive proceedings, have had negligible effect. Although the reports of the Public Accounts Committee are usually tabled in parliament, the report is often lodged on the order paper only on the last day of Government business, so that if it lapses it is not discussed at all.

At present, the process of financial reporting by government bodies to the Auditor General's Office is very weak. The most recent Report of the Auditor-General on the Annual Account of the Government of Kiribati was for the year ending 31st December 2004. It was presented to parliament on 17th December 2007. There is a crucial need to strengthen the oversight role of parliament by revitalizing the links between the PAC and the Auditor General, the PAC and the Attorney General, the PAC and the management board of state owned companies, and the PAC and the Finance Ministry. Strengthening committee support services within the Parliament offices is an important first step towards improving committee effectiveness.

(b) Limited support for Members of Parliament

In Kiribati, as in other democracies, Members of Parliament have dual roles, as elected representatives and as national leaders. Thus, they have to balance competing priorities, with broader national interests sometimes at odds with their constituency interests, Party interests, the interests of the Government or Opposition group in which they operate, and their own conscience. Members of the Kiribati Parliament generally acknowledge that their Constituency roles include: leading people, helping people, defending people, educating and empowering

people. In Parliament, their role includes: law-making, scrutinizing government expenditure, participating in Select Committees to consider important issues in more detail, giving consideration to the Budget Estimates, putting forward motions, making use of the right to ask questions, and promoting the rule of law, parliamentary democracy and good governance.¹²

Members have to understand their multiple roles and be able to perform these competing roles with supportive institutional and technical resource. At present, members' access to informational technology is limited. The parliament also needs to establish and enhance its research support activities. There has been no members' capacity development schedule and a notable absence of a members' handbook – a generally valuable reference resource for parliamentarians. Thus, members' ability to effectively perform their important roles is undermined by resource constraints and inadequate technical support services from Parliamentary offices.

(c) Law making needs to be improved and efficient

The Constitution empowers the Maneaba ni Maungatabu to make laws, which requires the assent of the President (Bereitenti). The Bereitenti may withhold consent if he/she deems a Bill 'inconsistent with the Constitution' [Con. S. 66, (3)]. The 2008 LNA Report noted that the *Maneaba ni Maungatabu* needs to enhance its consultative processes regarding the passage of new legislation. Notably, there is a need to use select committees strategically and cost-effectively to draw stakeholders into public discussion of government law making process. At present, the Executive is largely responsible for law-making, and the main consultative exercises take place prior to the passage of legislation through parliament. Consultations occur primarily within the public service, but not generally with the public. Parliament information-sharing processes are currently limited. There is a need for improved communications regarding the issues under consideration in the Maneaba and better public notification regarding the passage of Bills into Law.

The drafting of Government-sponsored legislation is undertaken within the Attorney-General's office, and the Government can thereafter usually expect easy passage of legislation, drawing on its majority in parliament. Private member's Bills tabled in parliament are rarely successful. With limited research and support services for private members, there is limited incentive for non-Cabinet members to actively participate in the law making process. Stakeholders reported that members often do not read bills and do not prepare well for parliamentary debates. As a result, bills are often not discussed and scrutinized from a range of perspectives.

(d) Limited understanding amongst citizens of the role of Maneaba ni Maungatabu and Members in a democracy

Global evidence suggests that informed and engaged citizens who exercise their democratic rights play a crucial role in holding duty bearers accountable and committed to their responsibilities. Informed and engaged citizens who exercise their democratic rights play a crucial role in participatory development of their countries since they have the capacity to communicate, organize, analyze, and negotiate and to take a position on a range of policy and development issues that directly or indirectly affect their welfare and wellbeing.

In Kiribati, despite the widespread interests amongst constituents in Parliamentary proceedings, they rarely participate in the parliamentary agenda. There is also no parliamentary communication strategy to ensure parliamentary information is disseminated widely. It was acknowledged that the public have limited understanding and knowledge of functions of the Maneaba ni Maungatabu, the roles of members and their own civic responsibility as regards broader governance issues.

The support to Maneaba ni Maungatabu Project will provide technical and resource support to the highest legislative decision making body of the land. It therefore necessitates elaborate partnerships, not only between the Government and UNDP, but with other development partners that are supporting democratic governance in Kiribati. This project is part of the proposed good governance programme outlined in the UNDP Country Programme Action Plan (CPAP) for Kiribati. The longer term aim of this strategy is to ensure that capacity is mainstreamed and sustainably developed in the Parliamentary Offices, and members of parliament and the public better understand their roles and responsibilities in promoting national good governance. The Project aims to ensure that the Parliamentary Offices provide efficient and sustainable technical, procedural and administrative support and advisory services to Parliamentarians and constituents; parliament effectively discharges its oversight, representative and legislative functions; and the public is aware of and exercises its democratic rights and responsibilities.

Toward these ends, the following broad strategies have been adopted for Maneaba ni Maungatabu Parliamentary Strengthening Project:

Strengthening the Parliamentary Secretariat

Section 8 of the Maneaba ni Maungatabu Rules of Procedure empowers the Clerk to support the legislative and information activities of Parliament. This role clearly recognizes the centrality of the Office of the Clerk and other Parliamentary offices in providing technical and procedural parliamentary expertise to enhance Parliament's law-making and oversight function. The aim of this strategic output is to ensure that the Project develops the capacity of Parliamentary Offices to provide effective and efficient services to support the parliamentarians in exercising their legislative, representative and oversight roles in accordance with the Kiribati constitution. Additionally, it aims to assist the Office of the Clerk put in place institutional mechanisms to ensure that the capacity of Parliamentary Offices is sustainably developed.

Focussing on the Secretariat, the Project will strengthen procedural support services, committee services, information services, corporate services, public outreach, knowledge creation and up-skilling, organisational review, resourcing and networking. These will be done by undertaking a training needs analysis through corporate planning process with Office of Clerk taking the lead in the formulation of the plan. A Corporate Plan for the Secretariat could help better define for all stakeholders the role of the Secretariat, key longer-term objectives and priority activities and strategies for development. The plan would provide a framework for more systematic, organized and targeted capacity development for the delivery of efficient parliamentary services to members and constituents. It would also assist parliament in articulating their needs more effectively and forging strategic partnerships with Pacific parliaments; parliamentary research institutions such as CDI, CPA and other parliamentary associations.

On committee support this output will focus on supporting the Public Accounts committee (PAC) by exploring options including institutional and legislative mechanisms to monitor and strengthen financial reporting requirements from boards' chairperson and heads of departments. Terms of reference and scope of work will be drafted for committees including the proposed 'Budget Scrutiny Committee' and legislative scrutiny committee. Other activities will include: publishing a members handbook which will include sections on how to undertake PAC oversight, developing a protocol/MOU between PAC and the Auditor General's office detailing technical support and the manner in which it could be provided to the PAC, putting in place mechanisms to track actions taken by parliament and governments on the recommendations of PAC. Besides this, the project will provide targeted support to the Business and Privilege committees to better perform oversight roles.

It has been argued that democracy can only be realized when legislators have the will, ability, and information to make decisions that reflect the interests and needs of society. The Induction and Public Accounts Committee workshops undertaken in 2007 and 2008 identified opportunities for supporting members of Parliament. These include: formulation and publication of a handbook for members, improving their access to information and technology services, professional capacity development workshops on how to effectively legislate, provide oversight, represent and mediate competing interests and priorities (both in parliament and constituency); developing a support schedule for members of parliament; facilitating networking and information sharing for members; and possibly looking at an induction workshop following the upcoming national election in 2011.

Strengthening the law making role of Parliament

Effective law-making hinges on factors such as clarity and effectiveness of the standing orders and adherence to these rules, effective Parliamentary support services, public participation, effective parliamentary scrutiny of legislation; forward planning and adequate preparation by sponsors of bills. To ensure efficient law making process, it is proposed that the project will continue to work with the Office of the Clerk, the Parliamentary Council and the Executive Government to ensure bills are available in time for public access and scrutiny before they are passed in Parliament. In addition, this output will explore the possibility of setting up a legislation scrutiny committee (to facilitate public participation and vet legislation and the process involved); establish formal processes for ensuring a socio-economic impact analysis is undertaken for all legislations to ensure different perspectives are considered (eg. poverty and hardship, gender and human rights, MDGs, Local norms, religion); and mainstreaming cross-cutting issues in bills and regulations.

Public Outreach – Civic Education

This output will adopt a two prong approach on civic education. Firstly, is the formulation of a communication and outreach strategy for the Maneaba ni Maungatabu. This will also involve supporting the long-term initiative to ensure regular updating of the Kiribati Parliament website: <http://www.tskl.net.ki/parliament/index.htm>; produce quarterly parliamentary newsletters; and organise weekly radio show for members of parliament. The purpose of the round-tables is to educate the public on the changes taking place in Maneaba ni Maungatabu and create an avenue for dialogue between the Maneaba nu Maungatabu and the communities. Roundtables could be extended to a few outer islands in partnership with the island councils and Ministry of Internal and Social Affairs. The Long term objective of this strategy is for Parliamentary Secretariat to come up with cost effective options for institutionalising public outreach programs into its communication, and advocacy strategy. In addition, it will involve training of local media on how to report political issues and events which are often misrepresented to the public. This is to ensure that local media organisations provide accurate and unbiased reporting of political issues and event which often cover politically sensitive subjects.

Secondly this output will host series of round table meetings with government departments, non-governmental organizations and agencies of government which will set the platform for formal civic education in the Schools and civic education in the community. Options for collaboration and partnerships with other UN Agencies and NGOs such as KANOGO and AMAK and churches will be explored through Roundtable meetings.

Integration of cross-cutting themes

Parliaments through their representative, legislative and oversight have their constituents mandate to promote democratic governance, human rights, gender equality and environmental concerns including compliance to international obligations at the national level. The Maneaba ni Maungatabu's resolutions determine whether or not cross cutting issues of national importance are critically debated and addressed. Some of the pressing issues include: increasing population pressure and limited land for expansion of services; ensuring the revenue Equalisation and Reserve Funds are accountably managed; increasing the participation of women in the formal and informal

sectors; ensuring good working conditions for Kiribati's overseas based workers; creating a more competitive public sector to address inefficiency.¹³ Mainstreaming of activities that focus directly or indirectly on addressing cross cutting themes will be incorporated within the annual work plan of the project as indicated below:

Hardship and Poverty of Opportunity: In the context of Kiribati poverty is seen more in terms of hardship, poor transport services to outer island communities, limited income earning opportunities; and limited of access to essential services. To assist the Maneaba ni Maungatabu address these pressing concerns the Project will explore strategies to strengthen the role of the Parliamentary Office to disseminate information on poverty and hardship and steps taken by parliament and government in addressing these issues. Further, the Project will support the Parliamentary Offices recruit and train research assistant who will be responsible to compile hardship and poverty information and disseminate these to all Members of Parliament. During the life-span of the Project, a technical-workshop on poverty and hardship related matters for Members of Parliament will be scheduled annually and will, amongst other things, provide a forum for representatives from Government; civil society; women and youth groups to present development ideas to address hardship and poverty issues

Gender and Human rights: The ratification of CEDAW by the Government of Kiribati illustrates its commitment to address gender inequalities and human rights abuses. Toward this end, the project will seek to strengthen the relationship between the Office of the Clerk and Department of Women's Affairs. At every six months, an event-drive activity on gender and human rights will be pursued by the project to establish a norm for the integration of gender and human rights issues in the Maneaba ni Maungatabu and to establish the role of the Department of Women's Affairs in policy review on gender and human rights. Additionally, the Project will also seek to increase the knowledge of the Office of the Clerk through specialized training with key partners, and increasing information on gender and human rights which will include the translations of some key gender and human rights instruments in I-Kiribati. Specific Gender and Human Rights indicators will be set for the Project from the outset.

Environmental Governance and Disaster Risk reduction: Like most Pacific Island Countries, Kiribati is faced with challenging land, pollution, disaster mitigation, climate change, and other global environmental management concerns. The Project is best placed to support the Office of the Clerk provide advise, information, and research, on environmental governance and disaster risk reduction. In partnership with the UNDPs Environment Unit and the Ministry of Environment, event-driven activities for the Maneaba will be scheduled six months (in conjunction with human rights and gender workshop) to raise the importance of environmental issues amongst parliamentarians, parliamentary officers and civil service.

Partnership strategy

The project will be co-financed with other development partners. Bilateral and multi bilateral donors have acknowledged the increasing importance of supporting the Pacific Islands Governments in addressing governance issues at the national level. Thus the project will continue to forge partnerships to mobilize additional resources for the project. The CPAP outlines the commitments of both UNDP and the Government of Kiribati. CPAP section 8 (1) outlines UNDP's commitment to work with the Government in seeking financing partnerships to mobilize additional non-core resources, subject to interest by funding partners for its projects. Alternatively, section 9 (9.4) of the CPAP notes that the Government will be committed to ensure that counterpart funds, both in-kind and in-cash contributions, are made available, in a timely and adequate manner, to enable the successful implementation of UNDP-assisted projects. This mutual responsibility for

¹³ See Kiribati Development Plan: 2008 – 2011, p2

mobilising non-core resources from donors and ensuring that high quality development results are delivered in accountable and efficient manners demonstrate the ongoing commitment of UNDP and Government of Kiribati to the Paris and Pacific Principles on aid effectiveness.

III. KIRIBATI PARLIAMENT SUPPORT RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:

2.1 Kiribati demonstrates and upholds the Forum Principles of Good Leadership and Accountability protect human rights and make available mechanisms to claim them

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Indicators:

- Increased resourcing and technical support within Parliamentary Offices to support Members of Parliament perform their constitutional roles
- Level of support received by Members of Parliament effectively increased
- Number and proportion of the constituents participating in the law making process increased disaggregated by, gender, sex, and geography
- Increased understanding amongst school pupils and constituents about the roles and functions of MPs and Parliament
- Enabling mechanisms for effective financial and legislative oversight discussed

Baseline:

- Limited resourcing and technical support capacity within the Parliamentary Office to support Parliament's legislative, oversight and representative roles
- Limited level of support offered to Members of Parliament
- At present (2008) there is no mechanism or support for public (including women, younger men and youth) participation in law making process
- Limited understanding by the public of the roles of MPs, Parliament and voters themselves
- Absence of enabling legislation and mechanisms for effective financial and legislative oversight

Target: Kiribati Parliamentarians and citizens effectively contributing to accountability and oversight through improved parliamentary functions

Source:

- ((a) Legislative Needs Assessment August 2008
- (b) PAC workshop report April 2008
- (c) Kiribati MPs Induction Workshop report November 2007
- (d) Capacity Assessment for project implementation report 2008

Applicable Strategic Plan Outcome: Legislature and Assemblies & Civic Enga

Partnership Strategy Partnerships are central to the success of this project and it wide range of organisation. Partnership provided new opportunities for joint mobilization. UNDP will strengthen the cooperation with the government of Kiribati, bilateral, multilateral and international development partners. Key Government Office the Attorney General; Office of the Auditor General; Public Service government, bilateral and international partners include: European Union (EU);

ant:

ect the Office of the Speaker and UNDP will continue to develop partnership with a ry, programming and evaluation, knowledge sharing, networking and resource nte mechanisms and fora for dialogue and interaction among national, regional, n; Ministry of Finance and Economic Planning; Office of the President, SAID, PIFS, CDI; PPAPD-FPOCC and ACT Parliament.

Project title and ID (ATLAS Award ID): 000xxxx

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output 1 Kiribati Parliament Secretariat Strengthened</p> <p>Baseline: Kiribati Parliament Secretariat has not been reviewed since 1990. Parliament has no Corporate Plan</p> <p>Indicators: Organisational review report submitted to Office of the Speaker for review Draft Corporate Plan submitted for Speaker's review</p>	<p>Annual Targets: 2009: 1. Organisational review and training needs analysis completed 4. Draft Corporate Plan drafted completed and submitted for approval 5. Research Assistant recruited</p> <p>2010: 1. Corporate Plan finalised and Published 2. Legislative Drafting course offered to Research and technical support staff 2011: Library subscribe to at least 2 publication sources website update manual schedule created Parliamentary, procedural, technical and support is guided by annual work plan formulated on the basis of the Parliamentary corporate plan</p> <p>Target: By 2012: Parliamentary Secretariat is enabled to provide increased and effective level of procedural, technical and</p>	<p>Activity result 1.1: Corporate Plan and supporting strategic and planning documents presented to the Office Of the Speaker for approval</p> <p>Actions</p> <ol style="list-style-type: none"> 1. Conduct organisational review & draft Strategic or Corporate Plan for Kiribati Parliament to establish long term strategic vision for Parliament 2. Draft Terms of Reference for PAC members and PAC chair <p>Activity Results 1.2 Training; staffing and resourcing of Parliamentary Secretariat completed</p> <ol style="list-style-type: none"> 1. Training for Library staff on record keeping; data storage and management and indexing. 2. Recruiting a research assistant & IT staff 3. Produce a manual on website update 4. Short term training for staff of audit office 5. Targeted training for PAC technical support staff on procedural, research and analytical support for conduct of inquiry and reporting to Parliament. 6. Draft a protocol/MOU outlining relationship between Public Accounts Committee and Auditor General's Office detailing technical support and manner in which it is to be provided to PAC and submit to PAC chair and Speaker for approval 7. Support Office of the Clerk in setting up an annual work plan for the PAC with specific deliverables and considerations. 8. Organise a workshop for members and stakeholder groups to propose mechanisms in form of position paper for tracking actions taken by Parliament/Government on PAC recommendations. 9. Review adequacy and appropriateness of current 	<p>Office of the Speaker & UNDP</p>	<p>Int Consultant to undertake Organisational review and Training Needs Analysis and draft Corporate Plan: US\$20,000</p> <p>Stakeholder workshop to validate corporate plan US\$3,000</p> <p>Internal and external targeted training for Parliamentary Staff: US\$-15,000</p> <p>Information management and data storage, indexing Technical assistant and short term training for library & IT staff USD\$10,000</p> <p>Research Assistant and IT: USD\$18,000 (for 3 years)</p> <p>Consultation on Coordinating mechanism and protocol development for PAC and it relationship: USD\$4,000</p>
<p>Baseline: 1. Lack of targeted specialised training for staff 2. No systems of record management 3. Limited committee and MP research support 4. Absence of coordination between oversight institutions and no tracking mechanism to track PAC recommendation against follow-up actions and responses to these recommendation</p> <p>Indicators: 1. # of Specialised training for Parliament Staff 2. Research Assistant recruited 3. Research support services increased 4. Coordination and tracking mechanism established</p>	<p>2010: 1. Corporate Plan finalised and Published 2. Legislative Drafting course offered to Research and technical support staff 2011: Library subscribe to at least 2 publication sources website update manual schedule created Parliamentary, procedural, technical and support is guided by annual work plan formulated on the basis of the Parliamentary corporate plan</p> <p>Target: By 2012: Parliamentary Secretariat is enabled to provide increased and effective level of procedural, technical and</p>	<p>Activity Results 1.2 Training; staffing and resourcing of Parliamentary Secretariat completed</p> <ol style="list-style-type: none"> 1. Training for Library staff on record keeping; data storage and management and indexing. 2. Recruiting a research assistant & IT staff 3. Produce a manual on website update 4. Short term training for staff of audit office 5. Targeted training for PAC technical support staff on procedural, research and analytical support for conduct of inquiry and reporting to Parliament. 6. Draft a protocol/MOU outlining relationship between Public Accounts Committee and Auditor General's Office detailing technical support and manner in which it is to be provided to PAC and submit to PAC chair and Speaker for approval 7. Support Office of the Clerk in setting up an annual work plan for the PAC with specific deliverables and considerations. 8. Organise a workshop for members and stakeholder groups to propose mechanisms in form of position paper for tracking actions taken by Parliament/Government on PAC recommendations. 9. Review adequacy and appropriateness of current 	<p>Office of the Speaker & UNDP</p>	<p>Int Consultant to undertake Organisational review and Training Needs Analysis and draft Corporate Plan: US\$20,000</p> <p>Stakeholder workshop to validate corporate plan US\$3,000</p> <p>Internal and external targeted training for Parliamentary Staff: US\$-15,000</p> <p>Information management and data storage, indexing Technical assistant and short term training for library & IT staff USD\$10,000</p> <p>Research Assistant and IT: USD\$18,000 (for 3 years)</p> <p>Consultation on Coordinating mechanism and protocol development for PAC and it relationship: USD\$4,000</p>

	<p>administrative support to the Members of Parliament in performing their legislative, representative and oversight role</p>	<p>Rules of Procedure also taking consideration the need to ensure PAC reports are tabled and debated in Parliament and written response on PAC recommendation should be provided to the members and public.</p> <p>10. Draft TOR and scope of work for Legislative Scrutiny Committee and Budget consultative committee</p>	Office of the Speaker & UNDP	<p>Consultation and meeting costs USD\$5,000</p> <p>Subtotal : USD\$75,000 – 00</p>
<p>Output 2 Members Of Parliament supported through trainings and provision of support resources</p>				
<p>Baseline:</p> <ol style="list-style-type: none"> 1. No hand book for Members 2. New members could be elected in 2011 3. Limited information support services on cross cutting issues 4. No formalised consultative and participatory mechanism for public participation in the law making process – law making less participatory 5. No mechanism for impact review of legislations and bills on cross cutting issues such as gender, poverty/hardship, human rights, MDGs, local norms values, tradition and religion. <p>Indicators:</p> <ol style="list-style-type: none"> 1. Members handbook developed 2. Induction workshop for members conducted following next national elections 3. Networks and information sharing with PAC members in other Parliaments established 4. Formal process established and produced on how to conduct impact review of bills and legislations from multi dimensional and cross cutting issues and perspectives 5. Analytical tools for bills and legislative review developed for MPs 	<p>Annual Target 2009:</p> <ol style="list-style-type: none"> 1. Draft MP's hand book out for review 2. Background research and analysis for formation of TOR for legislative scrutiny committee completed <p>2010:</p> <ol style="list-style-type: none"> 1. Members handbook endorsed and published 2. Mapping and finalisation of process and mechanism for public participation in bills <p>2011:</p> <p>PAC accounts Committee workshop</p> <p>Conduct Orientation workshop for new MPs</p> <p>Analytical tools used by Member for reviewing of bills</p> <p>Mapping of process for incorporating impact review of Poverty and Hardship gender and human rights, MDGs, environmental concerns, local norms, values, traditions, customs and religion into legislative</p>	<p>Activity 2 Results: Specialised training and dialogue workshop organised for Members of Parliament completed</p> <p>Actions:</p> <ol style="list-style-type: none"> 1. Legislative workshop/Training for MPs including specialized poverty & Hardship, Gender & Human Rights, Environment and population and development issues. 2. Conduct orientation/induction workshop for Members of Parliament following elections in 2011 3. Conduct a PAC training workshop every two years ie: given PAC membership changes every two years 4. Draft Handbook for Members of Parliament 5. Information and briefing on bills provided to MPs before bill debated in Parliament 6. Establish networks for exchange and information sharing and e-discussions with members of PAC in Parliaments within and outside the Pacific region <p>Activity results 3 Mechanisms, resources and training for improved law making completed</p> <ul style="list-style-type: none"> ▪ Action <p>Draft TOR and scope of work for the Legislation scrutiny committee and meeting</p> <p>Establish and formalise consultative and participatory mechanisms for bills.</p> <p>Draft bills analytical tools for Members; providing options for analysing bills from cross-cutting issues perspectives</p>	Office of the Speaker & UNDP	<p>Legislative Training and Issues based workshop for Members USD\$15,000</p> <p>Draft, publication and dissemination of Handbook for Members of Parliament USD\$10,000</p> <p>Induction workshop for MPs: USD\$20,000</p> <p>Public Accounts Committee Workshop: USD\$15,000</p> <p>Dialogue meeting for members on TOR of legislative scrutiny committee USD\$3,000</p> <p>Drafting and publication of analytical tools on How to Analyse bills from cross-cutting perspectives. USD\$15,000</p> <p>Workshop to review position paper on formal process for legislative review USD\$10,000</p>

<p>scrutiny committee's work</p> <p>Target: By 2012 tools and mechanisms for participatory law making are established</p>	<p>Formal process established for socio-economic impact reviews to be conducted on bills to ensure analysis of cross cutting issues such as poverty and hardship, gender and human rights, MDGs, environmental concerns, local norms values, traditions, customs and religion are considered on all bill presented to parliament through a position paper drafted by Project Manager in consultation with MPs</p>		<p>Subtotal USD\$88,000 – 00</p>
<p>Output 3 Constituents and Island communities are aware of the functions of the Parliament and know their rights and civic duties</p>			
<p>Baseline:</p> <ol style="list-style-type: none"> Inexistence of a communication and outreach strategy for Parliament Absence of regularly published materials for constituents on parliamentary events, agenda and passed and proposed legislations/bills Students have insufficient understanding of the composition, structure and functions of different arms of the government and the roles and responsibilities of their members of Parliament <p>Indicators:</p> <p>Parliament's communication and outreach strategy formulated and endorsed by Speaker of Parliament</p> <p># of bills, laws, newsletter, Acts, reports uploaded on the Kiribati website or published</p> <p># of students who participated in essay competition demonstrated increased knowledge in their resolutions and essays.</p> <p>Source:</p> <ol style="list-style-type: none"> LNA Report 2008 MDG Report 2008 	<p>Annual Targets:</p> <p>2009</p> <ol style="list-style-type: none"> Communication strategy drafted and approved Radio talk-out reach for MPs is functioning. Quarterly news letter produced ICT Handbook for design and update of website School visits to Parliament started Parliamentary open organised annually <p>2010:</p> <ol style="list-style-type: none"> Roundtable meetings organised Essay competition completed Youth Parliament organised Visitation and observation sessions program started <p>2011:</p> <ol style="list-style-type: none"> Dialogue workshop with Ministry of Education on civic education program organised 	<p>General Public including women, children and students have a good understanding of Parliament and are informed about legislative agenda and its outputs</p> <p>Activity 3.1 Results</p> <ul style="list-style-type: none"> Actions <ol style="list-style-type: none"> Communication Strategy drafted for the Maneaba ni Maungatabu Produce website update manual Organise round table meetings in Tarawa Quarterly Maneaba ni Maungatabu Newsletter produced and disseminated <p>Activity 3.2 Results</p> <p>School Outreach Programme conducted</p> <ul style="list-style-type: none"> Actions <ol style="list-style-type: none"> Essay competition on the basic understand of Parliament one year after outreach program conducted, Parliamentary open day organised for students annually Laise with primary and secondary schools and organize visits and observation schedule for schools. Conduct dialogue meetings with communities Civic Education workshop and scoping mission 	<p>Office of the Speaker & UNDP</p> <p>Communication policy and strategy validation workshop/meeting media and communication workshop for mps USD\$10,000</p> <p>Drafting, publication and dissemination of Maneaba ni Mauntabu Newsletters: USD\$9,000 (@ 3k annually)</p> <p>Dialogue meetings and information sharing session meetings cost for Tarawa and selected Outer islands USD\$15,000</p> <p>Monthly radio program for members of Parliament: USD\$10,000</p> <p>Primary school visitation expense and essay competition: USD5,000</p> <p>Civic Education workshop and scoping mission: USD\$10,000</p>

	2. Strategy for civic education developed			Subtotal: USD\$59,000
Output 4 Monitoring and Final Evaluation conducted in accordance with Programme and Project Management Guidelines, lessons learnt codified for future reference				
Baseline:	Annual Target	Activity results 4. Effective Project management and Implementation	Office of the Speaker & UNDP	Project manager: International UNV Project Manager: USD\$135,903
1. Capacity Assessment for project implementation report 20008	2009:	<ul style="list-style-type: none"> ▪ Actions 1. Recruitment of Project Manager to based in Tarawa 2. Training for Staff on UNDP project management guidelines 3. Consider options for hands on training between project manager and selected staff of Parliamentary Offices 		(USD\$45,301 annually for 3 years).
2. Kibati LNA report 2008	(a) Hire of Project Manager			Audit costs and Project Reporting training costs: USD\$10,000
3. Results Management Guide	(b) Establishment of a Board			Project monitoring visit by UNDP Country Office: USD\$15,000 (5K annually)
Indicators:	(c) TPR held			Final Project evaluation USD\$15,000
1. Project manager recruited and based in Tarawa	(d) Management services fees agreement finalised			Subtotal: USD\$175,903
2. Financial and narrative reports shows quality of deliverables and accountability for resources	2010:	Activity 4.1 Results		
3. Risks and issues logs are regularly updated	(a) TPR	Project Results, Issues and Risks tracked and monitored in ATLAS		
4. Quarterly reports submitted to country office for review	(b) Quarterly Reports	<ul style="list-style-type: none"> ▪ Actions 1. Quarterly Narrative and Financial reports submitted to Project Board 2. meetings established 3. Quarterly narrative and financial reports prepared and distributed to project Board and MCO. 4. MCO in country travel for CPAP Board meeting, TPR and TTPR meetings and monitoring mission. 5. Final Project conducted lessons learnt provide input into civic education project 		
	(c) Annual Reports			
	(a) Evaluation of Project			
	(b) TTPR Report			
	(c) Project Closure			

		3. GMS & ISS fess of 13 percent		USD\$32,227 - 00
TOTAL PROJECT BUDGET				USD\$434,109 - 00

ANNUAL WORK

Year: 2009

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q 1	Q 2	Q 3	Q 4		Funding Source	Budget Description	Amount
<p>CPAP Output 2.1.1 Improved capacity of national parliaments and government institutions and systems to enable the efficient and effective performance of oversight, accountability, legislative, representative functions and roles including improved capacity for equitable representation and participatory democracy through civic and human rights education</p> <p>Baseline for activity 1: Kiribati Parliament has not been review since 1990; Parliament has no Corporate Plan; limited committee and research support;</p> <p>Indicators for Planned activities: Corporate Plan completed; IT and research support recruited; information management training conducted.</p> <p>Target Related CP outcome: <i>By 2012:</i> Parliamentary Secretariat is enabled to provide increased and effective level of procedural, technical and administrative support to the Members of Parliament in performing their legislative, representative and oversight roles.</p> <p>Baseline: No Handbook for Members of Parliament</p> <p>Indicators for planned activities:</p>	<p>Activity 1 Results: Offices of Parliament Strengthened Actions: Organisational review of Parliamentary Secretariat involving review of the staffing structure, appointments and promotions, job descriptions, and salary levels Undertake a corporate planning exercise and produce corporate plan for Parliament</p> <p>Recruit research assistant and IT support</p> <p>Review Rules of Procedure to ensure PAC reports are tabled and debated in Parliament and written response on PAC recommendation should be provided to the members and public.</p> <p>Targeted training for Library staff on record keeping, data storage, document management and indexing</p>			✓	✓	Office of the Speaker Project manager UNDP	TRAC	71200 Int. Consultant 2400 Printing & production & workshop costs	15,000 5,000
				✓	✓		TRAC		6,000
					✓		TRAC	Travel, DSA, Course materials	10,000
	<p>Activity 2 Results Members of Parliament supported in performing their important constitutional and parliamentary functions</p>					Members of Parliament; Office of the Speaker			

<p>Members Handbook Published for MPs</p> <p>Targets Related CP outcome: <u>By 2012:</u> Parliamentarians have access to and are aware of and be able to use knowledge products and IT tools in drafting and debating of bills and legislations</p>	<p>Actions:</p> <p>Organize a Legislative Drafting workshop for MPs</p>										
	<p>Develop and publish a Handbook for MPs</p>										
	<p>Validation workshop for bills analytical tools and TOR for Legislative scrutiny committee</p>										
<p>Baseline: Absence of Legislative and budget scrutiny committees</p> <p>Indicators: TOR and scope of work for committees established.</p> <p>Targets Related CP outcome: <u>By 2012:</u> # of MPs & citizens providing feedback (submission) into the law making process increased.</p>	<p>Activity 3 Results</p> <p>Mechanisms, resources and training for improved law making established</p> <p>Action:</p> <ol style="list-style-type: none"> TOR drafted and scope of work drafted for Legislative and Budget Scrutiny Committee Draft bills analytical tools for Members; providing options for analysing bills from cross-cutting issues perspectives 										
<p>Baseline: No Parliamentary communication and outreach strategy; Absence of regularly published materials for constituents on parliamentary events, agenda and passed and proposed legislations/bills; Absence of parliamentary outreach programs for primary, primary secondary, vocational schools; one Parliamentary open day was organized in 2008</p> <p>Indicator for planned activities: Communication strategy drafted & approved; website update schedule developed; website handbook produced; # of news letters released; # of schools</p>	<p>Activity 5.1 General Public including women, children and students have increased understanding of Parliament and are informed about legislative agenda and its outputs</p> <p>Actions:</p> <p>Draft a communication strategy for Parliament</p> <p>Develop agenda and contract for a bi monthly radio programme for MPs (30 minutes per show)</p> <p>Draft step by step handbook/manual for website updating & maintenance</p> <p>Produce quarterly news letters</p>										
	<p>Office of the Clerk</p> <p>Project manager</p> <p>UNDP</p> <p><u>Partners:</u> EU, ACT Parliament, UNDP</p>										
	<p>Members of Parliament; Office of the Speaker</p> <p>Government Ministries; Office of the Clerk and Project manager</p> <p>UNDP</p> <p><u>Partners:</u> CDI, CPA, NZAID, AusAID, USP, PPAID, ACT Parliament</p>										
	<p>Contractual services</p> <p>5,000</p>										
	<p>Project Manager, Clerk & UNDP</p> <p>5,000</p>										
	<p>Research and Publication costs</p> <p>Printing, publication</p> <p>5,000</p>										
	<p>IT staff to Undertake this</p> <p>5,000</p>										
	<p>Meeting cost 1000</p>										

visiting the Parliament	governance and accountability at all levels.								
Baseline: Project has not been implemented. No quarterly reports	Activity 6.0 Results Effective Project Management and Implementation Actions: Recruit a Project Manager to be based on Tarawa	✓				Office of the Speaker Project manager Ministry of Finance UNDP		Service Contract	22,000
Indicators: Project manager recruited ; Financial and narrative reports shows quality of deliverables and accountability for resources; Risks and issues logs are regularly updated	Activity 6.1 Results Project Results, Issues and Risks tracked and monitored in ATLAS Actions ▪ Quarterly Narrative and Financial reports submitted to Project Board ▪ Quarterly Narrative and Financial reports submitted to Project Board ▪ Participation at CPAP Board meeting, work plans reviewed and revised, ▪ Quarterly narrative and financial reports prepared and distributed to project Board and MCO. ▪ UNDP MCO mission costs	✓	✓	✓	✓				
TOTAL								UNDP Travel to Kiribati	5,000
									USD:133,000 - 00

IV. MANAGEMENT ARRANGEMENTS

The support to Kiribati project will benefit both operationally and substantively from the joint Presence Initiative in Kiribati led by UNICEF.

The project will be nationally executed by the Government of the Republic of Kiribati with country office support where requested. The Office of the Speaker of the Maneaba ni Maungatabu will be the national implementing partner and will maintain project accounts and financial responsibility. Advance equivalent to the financial needs of the project as indicated in the quarterly workplans will be provided and funds will be released to the Development Account of the Ministry of Finance. The Office of the Speaker will be responsible for the initial warrant and disbursement of funds in accordance with the workplan and the project document. Further cash advances will be contingent upon timely reporting of expenditure by Office of the Clerk to the UNDP Country office in Suva, Fiji.

The Speaker of the Maneaba ni Maungatabu will be the National Project Director (NPD). Country office service will be sought for the recruitment of consultants using the "Request for Service/Direct Payment" modality. Extra administrative costs accruing to the UNDP Country Office in Suva Office will be reimbursed on the basis of the Universal Price List. An Audit will also be conducted at the request of the UNDP Office in Suva by the Office of the Kiribati Auditor General. Costs for the audit will be met by the Government and will be considered as in-kind contribution.

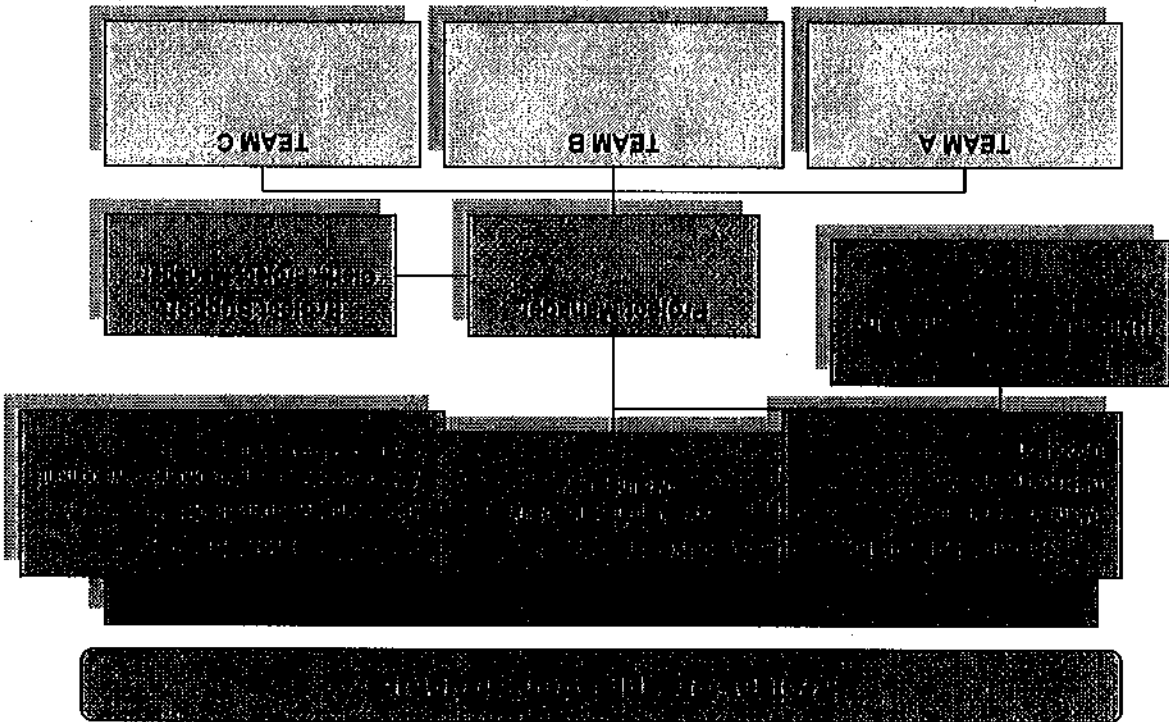
The board outlined below will participate in either the annual joint strategy meeting (JSM) or UNDP CPAP Board meeting where members of the project board will participate in the CPAP board meeting to review and approve project's annual work plan. The CPAP board is responsible for ensuring that project finance is accountably managed and results are delivered in an efficient and effectively manner. It will be responsible for building consensus around project strategy for the achievement of planned results. It will be used as a mechanism for leveraging partnerships and mobilisation of resources for the implementation of the project outputs. In addition, the project board is responsible for making consensual management decision concerning project issues or risks and provides advice and guidance when required by the Project Manager. Approval of project budget revisions and approval of Annual Work plan (AWP) is also a key role of the project board. Project reviews by the project board are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager. This group is consulted by the Project Manager for decisions when tolerances (i.e. constraints normally in terms of time and budget) have been exceeded.

In particular, the composition of the project board is as follows:

1. The Speaker of the Maneaba ni Maungatabu assumes **Executive role**, representing the project ownership.
2. UNDP will represent the **Senior Supplier** role to provide guidance regarding the technical feasibility and substantive focus of the project. The Minister for Finance National Planning is a senior supplier as it is the coordinating agency and facilitates transfer and disbursement of funds to implementing partners.
3. The **Senior Beneficiary** role is to ensure the realisation of project benefits from the perspective of project beneficiaries. This role will be assumed by representatives from non government members of Parliament; representatives of standing committees and representative from civil society organisation.

The NPD may call for special meetings should the need arise for these. The NPD will prepare the Agenda in consultation with the project manager and circulate this at least two weeks in advance of the CPAP Board meeting. Minutes of the Meeting are to be circulated within two weeks after a meeting is held.

Project Management: has the authority to run the project on a day-to-day basis on behalf of the Implementing Partner within the constraints laid down in the Project Managers terms of reference. The project manager is responsible for day-to-day management and decision making with the primary responsibility to ensure that project produces tangible result outputs. The project manager makes decision and escalates issues to the Project Board.



Project assurance: The UNDP Pacific Centre and MCO can carry out the project assurance role as delegated by the Project Board, and on a quarterly basis independent project oversight and monitoring function. This is to ensure appropriate project management milestones are managed and completed and that these are delivered in accordance with UNDP programme guidelines (Results Management Guide) and within the allocated budget and approved AWP.

Project Support: this is a working group that support the project manager.

V. MONITORING FRAMEWORK AND EVALUATION

Within the annual cycle

On a quarterly basis, a quality assessment exercise shall record progress towards the completion of key results. An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation. Based on the above information recorded in Atlas, a Quarterly Progress Reports

(QPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project. A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annual Work plan and Budget

The annual workplan and budget, will serve as the primary reference documents for the purpose of monitoring the achievement of results. The NPD is tasked with the responsibility of implementing the project in accordance with these documents.

Annually

Annual Review Report - an Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

Annual Project Review – based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Programme Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes

Monitoring Visits by UNDP Suva

The project will be included in the UNDP Country Office Management Plan and will be the subject of monitoring missions undertaken by the Programme Portfolio Manager or a representative of the MCO Governance Unit during Integrated Missions to Kiribati. A budget of US\$15,000 has been provided and this will be accessed by the UNDP office upon consultation and agreement of the National Project Director on the agenda for the monitoring visit of the PPM or other UNDP officials. A detailed mission report outlining project progress and follow-up actions will be the outputs of these missions.

Financial and Operational Progress Reports will be prepared by the project manager and signed off by the implementing agency and submitted to UNDP on a quarterly basis in accordance with the “UNDP User Guide”. These reports monitor the project progress according to the annual work plan and will be used as the basis for the Annual Project Report (APR), which will be presented by the Project Manager during the Tripartite Review Meeting. Any substantive changes to the budget and annual work plan will be decided at the Tripartite Review Meeting. Quarterly Progress Reports must be submitted to UNDP, together with the Financial Report, on the 15th day of each month following the end of the quarter. A project work plan for the following quarter will be prepared in a mutually agreed format and must be submitted together with the financial advance requested. Approval of any advance payment will be subject to the submission of these reports to UNDP for consideration. UNDP will provide feedback on the most recent progress report and other relevant reports before releasing any advance payments.

VI. LEGAL CONTEXT

This document together with the CPAP signed by the Government of Kiribati and UNDP on March 4, 2008 which is incorporated by reference constitutes together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

VII. ANNEXES

Annex1. INITIAL RISK LOG

Project Title: Kiribati Support to Parliament Award ID: Date:



#	Description	Date Identified	Type	Impact & Probability	Countermeasure / response	Owner	Submitted / updated by	Last Update	Status
1	Existence of Funding gaps		Financial	P =2 I = 2	Ongoing dialogue with Government and development partners.		B. Lenga. Date: 26 October 2008		
2	Delay in recruiting suitable project manager		Operational Programmatic &	Delayed project in implementing the activities in accordance with timeframe indicated in AWP P =2 I =2	Start advertising in 2008 and look at options for having a roving project manager for Tuvalu and Kiribati.	Design Team GTU & Office of Speaker	B. Lenga. Date: 26 October 2008		

Agreements Any additional agreements, such as cost sharing agreements, project cooperation agreements signed with NGOs¹⁴ (where the NGO is designated as the "executing entity") should be attached.

Annex 2

Terms of Reference Project Board

- Provide strategic guidance and advice to the Project Manager on project related activities particularly on specific problems and issues that may have a bearing on the progress of the achievements of the Support to Parliament Project.
- Review and approve proposed annual work plan in consultation with UNDP Fiji Multi-Country Office.
- Facilitate exchange of information nationally, regionally and internationally on awareness of project developments, lessons learnt and best practices.
- Assist in identification and securing of additional financial and technical resources for the Support to Parliament project activities from both national and external sources.
- Help facilitate and ensure that targets identified in the annual work plans are met within agreed timeframes and with given resource allocations and assist provide alternative remedial solutions where the need arises.
- Facilitate and mobilize government, private and civil society support for this Support to Parliament Project.
- Undertake any other responsibilities that may be identified for the POC by UNDP and other project stakeholders.

¹⁴ For GEF projects, the agreement with any NGO pre-selected to be the main contractor should include the rationale for having pre-selected that NGO.

TERMS OF REFERENCE

Annex 3

1. UNV Post Title: Project Manager
2. Project Title: Kiribati support to Parliament Project
3. Duration: 3 years
4. Location, Country: Tarawa, Kiribati
5. Expected starting date: July 2009
6. Brief Project Description: UNDP has been engaging with the Parliament of Kiribati since November 2007 through its Preparatory Assistance Project to the Kiribati Parliament. This is part of UNDP's contribution to creating an enabling environment to facilitate consultation, conceptualization, and participatory formulation of a long-term parliamentary support package for Kiribati Parliament. An Orientation Workshop for MPs was held in November 2007, followed by a Public Accounts Committee Workshop in May 2008. In August 2008, UNDP conducted an update of the Legislative Needs Assessment (LNA) that was undertaken in 2001. The LNA 2008 proposes concrete recommendations for strengthening Parliamentary Offices, strengthening the law-making functions of the Maneaba ni Maungatabu; strengthening constituency relationships, and strengthening the oversight functions of the Maneaba ni Maungatabu. Results of the above processes and reports informed the substantive focus of this project. The overall objective of the project is to develop the institutional capacities that allow the parliament to fully and effectively perform its constitutional mandate.
7. Executing Agency: UNDP
8. Implementing Partner: Office of the Speaker of Kiribati Parliament
9. Functions / Key Results Expected

The Project Manager will provide technical support and advice to the Speaker and Clerk and support UNDP and the project by building relationships and mobilizing resources. This includes working closely with the Speaker and Clerk in the day-to-day implementation of the project, providing managerial oversight of other advisors and staff of the project, and working closely with UNDP in identifying areas of parliamentary development cooperation.

Under the overall guidance of the Project Board and direct supervision of the Speaker of Kiribati Parliament the Project Manager will:

10. Description of Duties:

- Prepare the annual/quarterly work plans to deliver project outcomes and ensure that the project feeds into and connects with the Parliaments Strategic Framework strategy, budget, workplans and needs;
- Strategically plan, coordinate and deliver project outputs as agreed in the annual workplan;
- Coordinate recruitment and manage all project advisors/consultants and staff including identifying and addressing training needs;
- Organize and conduct induction and training programs, workshops and seminars for Parliament Members and Parliament Secretariat staff;
- Assist the Clerk and secretariat in assessing internal operations and undertaking and managing organizational review and change;
- Facilitate and coordinate the integration of assistance from UN specialized agencies and other support bodies and agencies;
- Monitor and measure the project's performance, timing and results and manage risk;
- Plan and strategically manage and monitor the project budget and ensure that procurement of goods and services, recruitment of project personnel are undertaken in accordance with UNDP financial regulations and rules, policies and guidelines;
- Advise on developments related to modern and effective parliamentary practice in other countries; and
- Advise UNDP on significant policy measures undertaken by the Government of Kiribati which may impact on the project strategy.

- Provide technical advice, consult widely and draft terms of reference including scope of work for the proposed legislative scrutiny committee and budget consultative committee. Receive UNDP policy documents and apply their guidance to the local context

Kiribati, officially the Republic of Kiribati, is an island nation located in the central tropical Pacific Ocean. The country's 33 atolls are scattered over 1,351 square miles (3,500 km²) near the equator. Its name is pronounced [kɪrɪˈbɑːs] and is a Kiribati language rendering of "Gilberts", the English name

15. Conditions of living:

- Willingness to learn basic local language as necessary
- Excellent communication skills

ii.) Language skills:

• Strong PC based computer skills, Microsoft applications (in particular, Word, Excel and PowerPoint)

i.) Computer skills:

- Excellent written and verbal communications skills.
- Fluency in English is required;
- Proven record of experience in support to Parliamentary development in emerging or Pacific democracies;
- Previous work experiences with UN/UNDP parliamentary development programme would be a great asset.
- In-depth understanding of, and experience with processes, procedures of parliament in developed or developing countries.
- Experience with similar assignments in developing countries is desirable.
- A minimum of 6 year experience in government, preferably as a senior executive of a Parliament, programme director of international or related field.
- Advanced university degree (at least Master's degree) in law, politics, development, social sciences, international relations, public administration

14. Qualifications/Requirements:

- Excellent English language in oral and written communication skills.
 - Excellent computer skills and ability to use information management as a tool and resource;
 - Demonstrated ability to motivate people and work in a team, including in cross-cultural environments;
 - Proven capacity to demonstrate tact, discretion and integrity when dealing with Members and stakeholders;
 - Ability to work effectively under pressure and in a highly political environment;
 - Proven capacity in change management and transfer skills and knowledge, particularly in a developing country;
 - Proven leadership, management (strategic and risk management), negotiation and mediation skills;
 - Demonstrated ability to prepare clear and rigorous reports, briefs, procedural and technical opinions;
 - Previous work experience within a parliamentary development programme and experience of working in the Pacific would be a great asset;
 - Excellent understanding of the organization and functioning of legislative institutions as well as of good governance matters;
- Required competences are as follows:

13. Competences

The project aims to support the National Parliament to fulfill its constitutional role as a legislative, representative, and oversight body through delivery of four key outputs: (i) strengthened Parliamentary Secretariat to provide procedural support services; committee support services; information services; (ii) provide targeted support to Members of Parliament; (iii) Strengthen Law making process; and (iv) and strengthened parliamentary education and community engagement services.

12. Impact of Results

The incumbent will be expected to demonstrate that ongoing change management and progress towards to project output is achieved; through report on results against the performance indicators and other qualitative measures of the project document.

11. Expected results

- Attend to donor coordination meetings, providing UNDP with any useful information related to the area, as requested

for the main group of islands: the former Gilbert Islands. In Gilbertese there is no letter 's', the sound being represented by 'l'. That is why the Pacific island known as Christmas island is known in the language of Kiribati as Kiritimati island. This island should not be confused with the Christmas island in the Indian Ocean, which is administered by Australia.

Geography
Kiribati consists of about 32 atolls and one island (Banaba), with at least three in each hemisphere. The groups of islands are:

Banabā: an isolated island between Nauru and the Gilbert Islands.

Gilbert Islands: 16 atolls located some 930 miles (1,500 km) north of Fiji

Phoenix Islands: 8 atolls and coral islands located some 1,100 miles (1,800 km) southeast of the Gilberts

Line Islands: 8 atolls and one reef, located about 2,050 miles (3,300 km) east of the Gilberts.

Economic Summary

Kiribati has few natural resources. Commercially viable phosphate deposits were exhausted at the time of independence. Copra and fish now represent the bulk of production and exports. Tourism provides more than one-fifth of GDP.

Foreign financial aid, largely from the United Kingdom and Japan, is a critical supplement, equal in recent years to 25% to 50% of GDP. Agriculture accounts for 12.4% of GDP and 71% of labour; industry 0.9% of GDP and 1.9% of labour; trade 18.5% of GDP and 4.1% of labour; commercial trade 5.7% of GDP and 1.4% of labour; and service industries 5.7% of GDP and 1.4% of labour. The main export and import countries are Australia, USA, France, Japan, Hong Kong and Germany. Currency: Australian Dollar

Conditions of Service (Cos):

Effective from 2009 will apply to the UNV As such the Monthly Voluntary Living Allowance (VLA) for Kiribati is currently pegged at USD 2,325 (single rate), USD 2,575 (one dependency rate) and USD 2,750 (two dependency rate).

Mapping of Parliamentary support activities in Kiribati

Development Agencies	Focus Areas	Implementing Partner
UNDP	Members of Parliament	Constituents/Citizens
<p>UNFPA – Parliamentary Assembly on Population and Development (PPAPD).</p>	<ol style="list-style-type: none"> 1. Support Forum Presiding Officers and Clerks Conference Supporting Pacific Parliamentary Assembly on Population and Development 	<ol style="list-style-type: none"> 1. Legislative Needs Assessment for Kiribati 2008 2. Strengthening support services within the Parliamentary Offices including: (i) Committee support, (ii) procedural and administrative support, (iii) technical support to Members 3. Recruitment and Training of technical support staff 4. Define scope and focus of committee work
<p>UNIFEM</p>	<ol style="list-style-type: none"> 1. Encouraging Members of Parliament to advocate for population and development issues 2. Support parliamentarians to advocate for population and gender issues and for universal access to sexual and reproductive health information and services. 	<ol style="list-style-type: none"> 1. Orientation workshop for MPs 2. Handbook for MPs 3. Training for Members of Standing committee on inquiry and oversight 4. Develop analytical tools for MPs to be customised to local context
<p>UNICEF</p>	<ol style="list-style-type: none"> 1. Involve activities that addresses gender inequality; reporting on CEDAW; and law reform geared towards the adoption of special measures to increase women's representation in Parliaments. 	<ol style="list-style-type: none"> 1. Support Secretariat define its communications strategy 2. Public outreach on Parliament developments and citizens constitutional rights 3. How to effectively engage with Parliamentary – Constituency Relationship
<p>UNICEF</p>	<ol style="list-style-type: none"> 1. Implement activities that encourage Kiribati to increase its level of CRC compliance in domestic child protection legislation; 2. Undertake CRC and child protection 	<ol style="list-style-type: none"> 1. Members of Parliament in their capacity as Champions and leaders to make public/press statement statements/ on key population and development issues.
	<p>1. Attorney General's Office</p>	<p>Office of the Speaker of Kiribati Parliament</p>
	<p>1. Attorney General's Office and Ministry of Health</p>	<p>PPAPD/FPPOCC – SPC Focus: Regional including Kiribati</p>

**Kiribati Parliamentary Secretariat
Capacity Assessment for Project Implementation Report**

Date Conducted: 2008

Background

UNDP in partnership with the Parliament of Kiribati, UN agencies and bilateral and multilateral development partner is currently assessing both the legislative development needs of the Parliament (by undertaking a legislative needs assessment) and capacity assessment for project implementation. While the LNA assesses the legal and institutional framework including various aspects of Parliament's functional and technical capacity, the capacity assessment for project implementation assesses extent in which the Parliamentary Secretariat (Implementing Partner = IP) through the office of the Clerk is able to provide both substantive technical advisory and logistical support services to enhance project implementation.

1.0 Reference and Preliminary Checks

The parties concerned with formulation and design, particularly the UNDP Fiji Multi Country office and Office of the Clerk had reviewed project implementation capacity using the standard capacity assessment check list. The first step is to verify entity against the United Nations Security Council 1267 Committee list's for security purposes. Parliament is not a concern for the committee's list. The second check step is to verify whether it has already been certified by any international standard such as ISO. Given the absence of NI involvement with UNDP in the recent past it was recommended that specific implementation capacities are assessed.

2.0 Assessing national institutional capacity for project implementation

2.1 Managerial capacity

2.1.1 The Office of the Clerk designed a project in 2006 that funded by AusAID. This was to organize a public sector reform workshop for members of parliament. It aimed to increase Members' understanding of the challenges facing state owned enterprises in Kiribati. The Secretariat was not involved in formulating UNDP standard multiyear project documents or programmes in the past. But the secretariat submits annual budgets to the Ministry of Finance and planning with 3 main expenditure outputs: (i) Parliamentary administration; (ii) MP and Parliament meetings; and (iii) Public Accounts Committee. The NI is required to produce an annual report to the Ministry of Finance and Economic Development. Despite this, the NI needs training on UNDP programme and project management process, guidelines and reporting requirements. There has been no action plan apart from the annual reporting requirements. This is prepared by the Clerk and Assistant Clerk to Parliament.

2.1.1 Ability to plan, monitor and co-ordinate activities.

Apart from the UNDP LNA 2001 and the Induction and Public Accounts Committee workshops reports the annual report is the only regular review that comes from Parliamentary secretariat. There are no programme operational plans and indicators. There has been no major reporting to donor apart from annual reporting to Ministry of Finance and Economic Development. The NI had not been

involved in UNDP results based management except through the current Preparatory Assistance project where the reporting is event driven and mostly done by consultants. They have been involved in planning and coordinating Parliamentary meetings.

2.1.2 Reporting and performance track record

Currently the NI has not used a results based programme management approach where baselines, indicators and targets are established during the project design process to monitor project implementation against proposed outputs, indicators and targets. The NI is reporting annually and recent experience with the support to Parliament PA project suggests the need for capacity building and re-examination of record keeping and filing system when the multiyear support project is implemented.

Technical Capacity

2.2.1 Ability to implement

Currently the NI has capacity constraints to implement a project as technical staff has to perform their respective roles and responsibilities on the basis for their job descriptions. Support of a project manager with administrative and legal qualifications is therefore needed to implement the project. But throughout the life span of the project the Clerk and professional support staff should be encouraged assume the responsibilities of the project manager. This is to ensure capacity is mainstreamed into the Parliamentary Secretariat for sustainability. The Clerk, Assistant Clerk, Legal Council, and Editor who is the Secretary to the PAC Committee's Secretary provide and technical advice and support to the members to support law making process. It was recommended that a comprehensive organizational review of the secretariat is an important first step to review the effectiveness of the secretariat in supporting the MP legislative, representative and oversight functions. This will be one of the key activities of the support to secretariat's output.

2.2.2 Ability to monitor the technical aspects of the programme or project

There has been no experience with monitoring large scale projects in the past. Access to relevant information, resources and capacity development training to support the monitoring and implementation of the support to parliament project should be provided by UNDP. Therefore it is important to provide targeted capacity development for specialized established parliamentary support staff.

2.2.3 Ability to staff appropriate resources

All established staffs have tertiary qualifications which are based on minimum qualification requirements established by the PSO and Public Service Commission with the endorsement of the Parliament Secretariat except for short term temporary staff and cleaners. The Parliamentary Secretariat is considering a training needs assessment and formulation of a training plan for the Secretariat as part of the multi year project document.

2.3 Administrative capacity

The NI has 3 vehicles and 7 computers with internet connectivity, telephones and fax. Each member had a room which is rarely used when the House is not in session. There are separate lounge for the opposition and executive. The opposition members' lounge has 5 computers. There is a library but it needs to be resourced with adequate and regularly updated resources. It was found that information requested by Parliamentarians is not readily available at the Library. A proposed comprehensive training and resource needs assessment which will be included in the multi year project document in partnership with the Public Service Office (PSO) and Public Service Commission (PSC).

2.3.2 Ability to procure goods services and works on a transparent and competitive basis.

Procurement is guided by a Procurement Act which demands compliance from all government institutions. Any procurement worth more than AUD\$5,000 must be approved by a procurement committee which comprise of the Legal Counsel, Parliamentary Accounts Officer with representatives from Ministry of Finance. Quotations must be received from at least 3 bidders. The committee checks and verifies procurement of goods and services. The NI has standard contract and access to legal counsel through the Parliamentary Legal counsel and Office of the Attorney General. These are contained in the procurement guidelines Act. The Parliament Secretariat has authority to make and enforce contracts.

2.3.3 Ability to recruit and manage the best-qualified personnel on a transparent and competitive basis

While the secretariat has staff, it is essential for the proposed parliamentary support project to hire a project manager who will be entirely accountable to implement the project with the support from Parliamentary staff and country development manager for Kiribati. Short term technical experts should be hired from time to time to undertake specialized assessment, mentoring and advisory services. Written job description and TORs have to be prepared for recruitment of parliamentary staff and consultants.

2.4 Financial capacity

2.4.1 Ability to produce programme and project budgets

The Secretariat produces annual budget submission to the Ministry of Finance and Economic Development for funding. Future funding allocations hinges on the reporting requirement from Parliament to the Ministry of Finance. The Secretariat received financial assistance from UNDP (PA project); CPA for attendance to CPA conferences; FPOCC for annual presiding officer's regional meetings. AusAID had funded a workshop on public sector reform in 2006, which is a one off activity. The Secretariat's account section maintains Parliament budget. The account unit

2.4.2 Ability to ensure physical security of advances, cash and records

The Secretariat follows the Ministry of Finance Financial Regulations Act where funds are kept by MOF and Parliament Secretariat must make quarterly submissions for release of funds. Payments are done by Ministry of Finance so there is a control mechanism. Bank reconciliation is done by the Parliament's account unit every six months to reconcile income against expenditure.

2.4.3 Ability to disburse funds in a timely and effective manner

As all payments are done by Ministry of Finance which verifies receipt of goods or performance of services and compliance with proper authorization. The secretariat has a policy of making payments by their due dates on the basis for its submission to the Ministry of Finance which could request for additional information where essential.

2.4.4 Ability to ensure proper financial recording and reporting

This is done by the account unit which is expected to produce an appropriation report every 3 months showing financial expenditure and balance to the Speaker and Clerk to Parliament. This is a mechanism to ensure expenditure in within the current budget allocations.

2.4.5 Knowledge of UNDP systems

The Parliamentary Secretariat has no knowledge of ATLAS and has no external access rights. It is recommended that training on financial reporting requirements for project managements be offered to the account unit of the Parliament. This will assist the NI to better support the project manager who will be implementing the project and at the same time assess and strengthen internal accountability framework of the Secretariat.

Conclusion

The Parliamentary Secretariat is currently managing parliamentary business successfully. These include the organization of Parliamentary sittings, taking care of the welfare and of Parliamentarians, administrative functions of standing committees (PAC) and facilitating official events for Members. In terms of technical and substantive advisory and support services there is a need to support the secretariat to better support members in this area. Technical support needs to be provided to support the members in law making process; supporting standing committees, supporting parliamentary outreach both for the public and schools. The proposed UNDP support to Kiribati Parliament project document will address these technical issues in more detail manner. From the capacity for project implementation perspective, below are suggestions for consideration during the design and implementation of a multiyear support to Kiribati Parliament Project document.

Recommendations

1. Given the Secretariat's limited exposure to UNDP's results based management tools it is recommended that training be facilitated on UNDP programme and project management process, guidelines and reporting requirements to enhance project delivery and where appropriate mainstream some of RBMs concept such as baselines, indicators and target into the NI's work in the future.

2. There is a need for capacity building and re-examination of record keeping and filing system when the multiyear support project is implemented as this will enhance the implementing partners recording keeping capacity.
3. The Project will be nationally executed with country office support services provided to the Implementing Partner and the project manager will be responsible for day to day implementation of the project.
4. The implementing partner does not have much knowledge on UNDP financial reporting and with limited knowledge of ATLAS; it is recommended that UNDP provide training regarding financial rules and reporting to requirements to the implementing partner.