NATIONAL ASSEMBLY OF ZAMBIA

CAPACITY DEVELOPMENT PROJECT FOR A 'REAL' PARLIAMENT

COMPONENT OF PARLIAMENTARY REFORM PROGRAMME III

(2008 – 2011)
Abbreviations

CSO  Civil Society Organisation
BoZ  Bank of Zambia
FES  Fredrick Ebert Stiftung
FMS  Financial Management System
FNDP Fifth National Development Plan
GIDD  Gender in Development Division
MDGs  Millennium Development Goals
MP  Member of Parliament
NAZ  National Assembly of Zambia
PAC  Public Accounts Committee
PRMC  Parliamentary Reform and Modernisation Committee
PRP  Parliamentary Reform Project/Programme
PRPD  Parliamentary Reforms Programme Department
PSC  Project Steering Committee
PSRP  Public Service Reform Programme
TNA  Training Needs Assessment
UNDP  United Nations Development Programme
ZNTB  Zambia National Tender Board
SUMMARY

Project title: Capacity Development Component of the Parliamentary Reform Programme III

Project goal: Through capacity development increase the effectiveness of the National Assembly as a representative agent of oversight and reform. This objective will contribute towards the attainment of the PRP III objective to have a ‘REAL’ Parliament in order to increase the independence and effectiveness of the National Assembly as a representative agent of oversight, and reform in the democratic governance system of Zambia. ‘REAL’ standing for:

- Representative and Responsive
- Efficient and Effective
- Accountable and Accessible
- Legitimate and Linked

The capacity development component of the PRP III will be implemented as a distinct component of Parliamentary Reform Programme (PRP) III. It aims to develop the institutional, human and operational capacities of the Members of Parliament and the staff of the National Assembly in order to have:

- improved Member-Constituent relations;
- an improved Legislative system; and
- an improved Committee system.

This is reflected in the three main components of the PRP 3 Capacity development programme. In addition, delivery of these outcomes will be supported through two additional components which will:

- enhance the administration of the National Assembly; and
- Support services to Parliament and its Members.

The programme will meet the capacity development objectives of the PRP III. It will seek to address the ‘soft’ side of the reform programme. The programme will contribute to the improvement of Zambia’s governance and socio-economic development.

Project life: January, 2008 to December, 2011
1.0 INTRODUCTION AND BACKGROUND TO THE PARLIAMENTARY REFORM PROGRAMMES

1.1 Introduction

Zambia identified the need to reform its governance systems with the change from a single party state to multi party democracy in 1991. As part of the good governance and democratisation agenda, the Government launched the Public Service Reform Programme (PSRP) on 3rd November, 1993. The goal of the PSRP was "to improve the quality, delivery, efficiency and cost effectiveness of public services." The programme's objective was to improve the efficiency and effectiveness of the public service so that it would be more responsive to the needs of its citizens.

Given the above, and that the National Assembly is part of the wider governance structure in Zambia, it was prudent to realign the functions of Parliament with the demands of plural politics making it an institution through which the citizens would participate in determining their destiny. A study was undertaken in 1999 and made 73 recommendations which formed the agenda for an Ad hoc Reforms Committee which recommended the following reform areas:

1. Member – Constituency Relations
2. The Legislative Process
3. The Committee System
4. The Administration of the National Assembly
5. Support Services to Parliament and its Members

These reform areas were directed at enhancing parliamentary oversight on the activities of the Executive and increasing participation of the citizens in the affairs of the country. The focus of the reforms was to bring about accountability, transparency, good governance and improved legislative role of Parliament in the government system. Furthermore, the reforms also aimed at easing the business of the House through the harnessing of best practice from other legislatures where most Parliamentary business was dealt with in Committees.

The Parliamentary Reform and Modernisation Committee (PRMC), was appointed in 2002 with the mandate to examine and propose reforms to the powers, procedures, practices, organisation and facilities of the National Assembly.

1.2 The Parliamentary Reform Project

The National Assembly of Zambia and a consortium of co-operating partners\(^1\) signed a Statement of Intent on the Parliamentary Reform Project on 21st

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1. The consortium of donors comprised Canada, the Republic of Ireland, the Kingdom of the Netherlands, Sweden, and the United States of America. Denmark subsequently joined the group of co-operating partners.
November, 2002. The Statement of Intent outlined the stages of the Parliamentary Reform Project by the National Assembly of Zambia as follows:

(a) PRP I – a period for the designing and planning of the Project.
(b) PRP II – this was the period of implementation of the Project.

PRP II was implemented during the period November 2003 to June 2007 with a total budget of US$4,493,426. Government contribution to the PRP II was US$674,014 and donor contribution was US$3,819,412.

The goal of PRP II was to create a "REAL Parliament for Zambia" – a Parliament that is:

- Representative and Responsive
- Efficient and Effective
- Accountable and Accessible
- Legitimate and Linked

The development objective of PRP II was "to increase the independence and effectiveness of the National Assembly as a representative agent of oversight, change and reform in the democratic governance system of Zambia".

As a result of efforts to fulfil the objective of PRP II, a number of successes were scored, including the following:

a) Several amendments were made to the Standing Orders to improve the Legislative process and oversight processes both in Committee and the House as well as the process of approval of the Budget by the National Assembly;

b) Twenty-eight (28) constituency offices were established. This has served to improve the Member – Constituent relationships;

c) Several workshops were held for Oversight Committees with a view to exposing them to best practices. This has enhanced the capacity of the Committees to execute their oversight role;

d) Parliament Radio was established to broadcast live Parliamentary Debates. The radio’s coverage extends to the entire line of rail, that is, from Chililabombwe to Livingstone; as a result of this there is an increased number of inquiries and feedback from the general public on the broadcasted debates. A formal evaluation is however yet to be done.

e) Staff who support the Committees were trained to enhance their capacity in specialised topics such as budget analysis; as a result of this the quality of committee reports has improved thereby making debates for focussed.; and

f) Increased participation by the general public and civic organizations in Committee proceedings by way of making submissions. This has been made possible by increased publicity of Committee sittings and relaxation of rules that served to restrict the public’s access to Parliament.
2.0 CAPACITY DEVELOPMENT COMPONENT OF THE PRP III

The PRP II has not had a terminal evaluation; the only comprehensive review of the PRP II is the mid-term evaluation, which was finalised in December, 2005 and a post project workshop to share experiences of the implementation of the programme. The Committee on Reforms and Modernisation for the Fifth Session of the Ninth National Assembly on 18th January 2006 and the PRMC of March 2006 concluded that the design of PRP III should build on the achievements of PRP II. All of the conclusions of the Committee were presented to the House and adopted. The Committee’s report also informed the National Assembly about the inputs to the Governance Sector Advisory Group’s Fifth National Development Plan (FNDP) processes. The result was the inclusion of Parliamentary reforms in the FNDP.

This programme will focus on developing the institutional, human and operational capacities of Members of Parliament and the staff of the National Assembly:

- In improving and developing Member-Constituent relations through improved communication, developing an outreach programme; and training.
- In the legislative process through specialised training in budget analysis and negotiation processes
- Through the continuous amendment or revision of standing orders that will contribute towards effective legislation and the design and implementation of a legislative information system
- In further developing the oversight function through the strengthening of the committee system by providing topical or current training in specialised topics, facilitating committee hearings outside Lusaka, enhancing the capacity of the research and other expert services, training workshops; and training on action planning and follow-up

Delivery of these key improvements will be supported through the following activities that are aimed at enhancing the efficiency and effectiveness of support services of the National Assembly:

- Review and implement the strategic plan that was developed in 2003/2004
- One of the activities to be considered in the implementation of the plan is to conduct a comprehensive institutional assessment of the National Assembly for improved effectiveness in the provision of support services to Parliamentarians
- Installation of an M&E system that will assist in the management and use of knowledge garnered, including improving the delivery of the programme
- Digitalisation of the library
- Capacity enhancement of the National Assembly in project management

These activities will contribute to the achievement of the stated programme outcomes. Activities highlighted, below, will act as a guide on how the outputs for achieving the outcomes will be generated. They also help establish a basis for budgeting.
As part of the overall governance programme for Zambia, this component of the PRP III, will contribute to the attainment of the Governance Chapter goals in the Fifth National Development Plan (FNDP). This programme will contribute to Total adherence to principles of good governance by 2030. In particular it is aligned to the following FNDP Governance Chapter goal: To improve effectiveness and efficiency of the National Assembly to enhance its oversight of Government affairs. The detailed areas of focus are highlighted below.

3.0 PRP III GOAL AND OBJECTIVES

3.1 Goal

The overall goal of the PRP III is “to have a ‘REAL’ Parliament in order to increase the independence and effectiveness of the National Assembly as a representative agent of oversight and reform in Zambia”. This goal is a carry over from the PRP II. This particular component of the PRP III will complement this goal by developing capacities of the Members of Parliament and the National Assembly support staff, as well as review systems of the National Assembly for improved accountability to constituents in legislative and oversight functions.

3.2 Objectives

This capacity development component of the PRP III has the following objectives to:

1. improve Member- Constituent relations
2. have an improved legislative process for producing more responsive legislation
3. improve the Committee System increasing oversight, policy analysis and public accountability

Central to the delivery of these key objectives will be the support provided by achieving the following sub-objectives.

1. To enhance the administration of the National Assembly and
2. Improved support services to Parliament and its Members.

4.0 PRP III CAPACITY BUILDING OUTCOMES, STRATEGIES, AND ACTIVITIES

The strategies set out for each objective are as follows:

4.1 To improve Member-Constituent relations
This objective will focus on:

- Parliamentary Communication and Outreach,
- Capacity to deliver Constituent Services

The justification for this focus is that constituency offices with appropriate Staff, offer both Members of Parliament and constituents an official place to exchange information, ideas and follow up on commitments by MPs to which is vital to carrying out the representative function of elected members. Secondly, a well-informed electorate is an important component of a healthy, stable democracy. Communication and outreach efforts are an effective and important way of both disseminating and receiving information. Key is increasing awareness amongst constituency populations of what the constituency offices are actually there for which links to the next issue. Effectively representing the interests and problems of constituents and constituent groups often requires the day-to-day efforts involved in assisting constituents. The Constituency Office will therefore, provide a platform for effective information dissemination and sharing between MPs and their constituents and ultimately between Parliament and the citizenry.

4.1.1 Improvement in relations between MPs and Constituents

To achieve the above objective, the PRP III will facilitate the interaction of MPs' thorough and constructive interaction with their: Constituencies, Local Authorities, Government offices and other stakeholders through the Constituency Offices. The one-to-one Member/Constituent relations will be complemented by the improved communication of Parliamentary business to constituencies through the Parliamentary radio and the development of information dissemination materials.

Expected outcome: 
Parliamentary debates and legislative processes that reflect the views of constituents and respond to the development priorities set out in the FNDP

Performance Indicators:

- Number of members of the public visiting the constituency offices
- Number of inquiries placed by members of the public
- Number of inquiries by constituents with documented follow up
- Number of members of the public inquiries brought before appropriate committees/units of Parliament
- Number of visits to the Constituency Offices by Members of Parliament
- Impact of a communication and outreach strategy (indicators to be developed)

Strategies
- Monitor use of Parliamentary Constituency Officers
- Conduct training of MPs and staff on the management and information dissemination of materials from Parliament

Activities
- Establishment and operationalisation of Constituency Offices. This will specifically involve setting up of communications systems, mobility, where appropriate, training of constituency office staff (see detail below) and provision of communication tools and materials.
- Updating of Constituency Office Guidebook
- Development of a communication and outreach plan
- Making available more materials and information at Constituency Office to make them information centres for the public, media and other interested stakeholders at the local level
- Training of Constituency Offices Staff to deal with citizens’ inquiries on Parliamentary business, to arrange appointments with MPs, to respond to mail from constituents and other stakeholders and generally to handle the administration of the offices
- Constituency outreach programmes through extended coverage of the Parliamentary radio and design and production of information dissemination materials
- Training of MPs on how to effectively organize their constituency office and manage the Staff
- Creating networks of local civil society organisations; establishing formal linkages with existing civil society organisations at constituency level

4.2 To have an Improved Legislative process

Under this objective of Parliamentary reforms, the focus is on:
- Bill Drafting Resources
- Bill submissions
- Standing Orders Committee
- Transparency of Process
- Increased role in the Budget Process
- Legislative foresight and oversight
- Information management and communication
- Strengthening of technical units – journals, tables, legal, research

The first justification underlying these aspects is that the National Assembly’s ability to assert its autonomy and independence in the governing processes is impaired by constitutional provisions.

Secondly, in order for the National Assembly to best serve the function of active representation of citizens’ views in the policy making process, the legislative process must be open, consultative and deliberative. None of these goals is possible without an increase in transparency regarding this critical legislative function.
Thirdly, a professional bill drafting capability allows legislators’ ideas and concepts to be put into proper legislative language and form. Clear, accurate drafts of Bills are necessary in order for legislation to fully reflect the Bill sponsor’s intent. The capacity to draft its own legislation in a competent and confidential manner without reliance on the Executive strengthens the independence and power of a legislature. This is particularly important if private Members (or parliamentary) Bills are to become a key component in the National Assembly’s legislative process.

Fourthly, the passage of the annual budget is clearly one of the most important parts of the legislative process in the implementation and monitoring of the FNDP. The role of the National Assembly in that process is currently severely limited by several factors, including political alignments, procedures, analytical deficiencies, and constitutional constraints.

Fifthly, in the increasingly complex framework of public policy formation and implementation, oversight and foresight functions are critical to the effective and competent discharge of legislative responsibilities. “Legislative oversight” is the investigatory, monitoring and evaluation role of Parliament pertaining to scrutiny of both previously passed legislation and programs implemented by the government. The goal is to establish that the original intent has been followed, implementation completed and compliance exacted. “Legislative foresight”, on the other hand, is the anticipatory, policy making role of the legislature in predicting and preparing for approaching issues, challenges, needs, problems and opportunities. Foresight also involves the process by which Parliament examines the potential impact of proposed legislation. Both oversight and foresight functions serve a valuable role in the “accountability” dimension of the responsibility of representative government.

Sixthly, as workloads and responsibilities increase, it becomes increasingly important for the National Assembly to manage its time, through improved processes and structures, as effectively and efficiently as possible. Specialised training and enhancement of processes and procedures of various units/departments of Parliament, in relation to effective legislative processes will therefore be undertaken.

The expected outcome under legislative reform is:

A legislative process that is transparent and contributes to oversight and the development of high quality legislation – which is proportional, consistent, targeted and clear on accountability; and reflects the implementation of development priorities as reflected in the FNDP. This outcome will be achieved through the various components outlined below.

### 4.2.1 Regular Review of Standing Orders to align them with Parliamentary Reforms

This is intended to institutionalize Parliamentary reform achievements and promote sustainability. The focus will be on review of Standing Orders annually in order to ensure that Parliament has processes in place to fulfil its mandate of legislative
oversight and budget approval. Standing Orders should have an established framework that allows committees adequate time to review and report on Bills and Ministers should similarly be provided with sufficient time to consider committee reports and respond meaningfully.

Performance Indicators:
- Number of substantive amendments to Standing Orders
- Increased use of services of technical units and evidence of their contribution to improved scrutiny
- Establishment and operation of the Parliamentary Service Commission to take over the role of the Standing Orders Committee

Strategies
- Committee meetings
- Capacity building of Parliamentary Liaison Officers
- Training/study tours of MPs
- Assessments and reviews of legislative processes and standing orders

Activities
- Annual review of Standing Orders
- Training

4.2.2 Enhancing the contribution of Members to policy formulation and legislative analysis.

This will be achieved through more training of Members and Staff in legislative and policy analysis, increased public hearings, development of legislative analysis guidelines and increased support for the introduction of Private Member Bills. The Bill Drafting Unit will be strengthened to enhance the provision of legal services to committees and individual members.

Performance Indicators:
- Number of substantive amendments to each Bill
- Number of Bills originating from Private Members
- Number of new bills presented before the House for debate
- Increased use of services of technical units in Bill Drafting and evidence of their contribution to amendments and new bills.

Strategies
- Training programmes and awareness workshops for staff and MPs

Activities
• Training needs assessments
• Training workshops on legal analysis and legislative drafting for National Assembly Staff
• Development and utilisation of Legislative analysis guidelines
• Training of Members on utilising the Legislative analysis guidelines
• Installation of enhanced information and communication hardware for existing Chamber and Committee Rooms.

4.2.3 Strengthening participation of Parliament in the budget process from formulation to implementation

It is Parliament’s Constitutional mandate to provide oversight of all public financial management. This includes approval of the budget presented by the Executive each year. As such, the National Assembly’s capacity to scrutinize the budget is important if public and private goods are to be delivered equitably to every constituency in Zambia. This is because the budget is the Government’s short term instrument towards implementing and monitoring the FNDP. It is for this reason that the PRP III will contribute to strengthening the National Assembly processes in budget analysis and monitoring. It will also contribute to strengthening the capacity of the Members of Parliament and those of the Staff in budget analysis and monitoring. The National Assembly will therefore ensure that its scrutiny of the annual Estimates of Revenue and Expenditure aligns expenditure allocations to the FNDP and MTEF priorities... This is important because the expenditure priorities of the FNDP are closely aligned to the eight Millennium Development Goals (MDGs)².

Expected outcome: A budget that is responsive to the needs of people (aligned to the Fifth National Development Plan annual targets)

Performance indicators: Substantive debates on the annual budget, improved analysis of the Budget by Committees and alignment with the FNDP priorities.

Strategies
• Review current legislation and budgetary processes in order to enhance public participation
• Budgetary independence of National Assembly
• Training of MPs and support (research/journals/legal) staff on budget analysis and oversight

² The MDGs as signed to by the Government of the Republic of Zambia are - Goal 1: Eradicate extreme poverty and hunger; Goal 2: Achieve universal primary education; Goal 3: Promote gender equality and empower women; Goal 4: Reduce child mortality; Goal 5: Improve maternal health; Goal 6: Combat HIV/AIDS, malaria and other diseases; Goal 7: Ensure environmental sustainability; Goal 8: Develop a global partnership for development.
Activities

- Development of Budget Analysis Guidelines for Committees to enhance the capacity of Members to scrutinize the budget and raise pertinent issues with the Executive. The guidelines will include gender analysis, HIV/AIDS, FNDP key performance targets and indicators, the Millennium Development Goals and other relevant local and international standards for goods and service provision as contained in policies and other official documents
- Development of budget monitoring tools to ensure that Committees are able to utilise existing financial monitoring reports to effectively track how public resources are being used
- Training of Members of Parliament to use the Budget Analysis Guidelines and the Budget Monitoring Tool-kit
- Training the Staff to use the Budget Analysis Guidelines and the Budget Monitoring Tool-kit
- Portfolio Committees outreach activities to relevant Ministries to establish regular consultations for partnership building in budget implementation
- Portfolio Committees outreach activities to relevant Ministries and outside Parliament
- Provision of technical assistance in budget analysis
- Influencing the formulation of the Budget Bill

4.3 To have an Improved Committee system

Under this objective of Parliamentary reform, the aspects which require attention are:

- Public Meetings
- Committee Oversight
- Enhance Committee outreach
- Enhance, identify and create facilities for Committee work.

The justification for these reform aspects are the enhancement of Member-civil society links, public input into the policy making process, transparency and the credibility of the National Assembly. Committee meetings are now open to interested stakeholders, deliberative, and participatory. The National Assembly has taken an important step forward in reforming the Committee system by adopting the departmentally-related Committee system. This system allows for enhanced oversight of related government Ministries. Committee oversight is a critical part of legislative oversight in general, but specific steps must be taken to operationally this new Committee structure. The Committees serve as the entities within Parliament where specialized and technically sophisticated Members and Staff not only thoroughly scrutinize legislation, but also work to anticipate new policy issues. This requires increased staff and additional training programmes. Committees also have to carry out extensive and consistent outreach activities for them to enhance their oversight activities or policy development. Lastly, more active and accessible Committees with larger staffing will require additional meetings and office space
Special attention will be paid to the needs identified by the Women’s Caucus at Parliament when planning and implementing Committee works. The Women’s Caucus activities will be supported technically and financially, including lobbying for more female representation in Parliament and its decision making structures, study tours and equipping members with the appropriate skills to analyse policy and legislation from a gender perspective.

4.3.1 Support to portfolio committees in work planning, organisation, and leadership capabilities.

Committee Chairpersons require on-going training on the role of their committees in a fast-changing environment, how to properly plan workload, how to effectively manage committee meetings, managing committee decision-making, managing committee staff and how to properly relate with internal and external stakeholders. Negotiation skills and ability to steer committee deliberations in the plenary are key to ensure that committee positions influence substantive changes to policy and legislation. Committees will conduct study visits and public hearings in and outside the capital Lusaka. Specialized expertise will be contracted to work with committees so as to enable members to fully understand issues in the areas that they are providing oversight. This expertise will be required in areas that include HIV/AIDS, gender, environment; rights based approaches and leadership amongst others. The experts will be expected to use the existing documentation like the National Gender Policy (April 2000) and its Strategic Plan of Action and the National HIV and AIDS Strategies Framework of May 2006, amongst others, in guiding Members and Staff. Study visits will be conducted to other Parliaments for Committees and Staff to learn from the experiences of others. Exposure visits have proved useful in strengthening the capacity of legislative bodies to deliver their mandate.

Expected outcome: Committees effectively contributing to the oversight, legislative process and implementation of national development plans through supervision of implementing government agencies

Performance indicators:

- Evidence that committee work has influenced substantive changes to policy and legislation, for example the withdrawal, improvement or approval of a bill as a result of committee input
- Improved reporting and documentation of Committee hearings
- Committee Operations Manual regularly updated

Strategy
- Reinforce linkages between Parliamentary Committees and relevant CSOs
- Information and documentation management and dissemination
- Fact finding missions
- Reporting and action planning
Activities

- Training for Committees and Staff, that is, supporting them in Committee processes, leadership and lobbying skills
- Training of committees in HIV/AIDS, Gender, rights based approaches and environment
- Publication of Guidelines to Committee Procedures
- Publicising of Committee meetings
- Committee meetings with public attendance
- Committee tours/hearings in and outside Lusaka including purchase of mobile recording equipment and logistics support
- Portfolio Committee visits to relevant Ministries
- Establishment, updating and use of CSO directory
- Committee engagements with CSO
- Engagement with CSOs on legislative, policy and budgetary processes
- Public notification of Committee meetings
- Committee study tours to other Parliaments
- Visits of MPs from Committees in other regional Parliaments
- Attachment of Staff to other Parliaments
- Engagement of research/expert services

4.4 To enhance the Administration of the National Assembly

The justification for this objective of Parliamentary reform is that the Legislature cannot function effectively without an efficient, effective and motivated National Assembly administration. The National Assembly administrative and financial systems, procedures, infrastructure and Staff all have to be competent for the Legislature to deliver its mandate effectively. The organisational structure and processes within which Staff operate are factors that may impinge on Administration and which in turn facilitates the Members work.

4.4.1 Strengthening and Streamlining the Administration of Parliament.

This will be done to align structure and competency profiles to the emerging needs of a more independent and self-confident Legislature. Particular attention will be paid to additional investments in operational systems, job evaluation to streamline the organizational structure and to develop clear competency profiles for the institution, determination of appropriate decentralization of managerial responsibilities, technical as well as management and leadership training of key staff and targeted investment in office infrastructure and equipment. Aligned to this is the establishment of a Parliamentary Service Commission.

Expected outcome: Streamlined administrative system of the National Assembly facilitating the work of Members of
4.5 Partnerships

The National Assembly recognizes that its work covers every aspect of human development in Zambia. It also recognizes that it is not possible to have all the required competencies to address human development issues resident within the MPs and Staff. It is to this effect that the National Assembly will establish strong partnerships with institutions that will inform its debate and decision making processes. The partnerships referred to here will be in addition to the enhanced collaboration that Portfolio Committees will engage into with the relevant Ministries and their Parliamentary Liaison Officers.

4.5.1 Partnership for Support to the gender activities of Parliament

In an effort to mainstream of gender issues in the Committee processes, Parliament will strive to work with the Gender in Development Division (GIDD) to seek expert input into its procedures and gender balance in its structures. The National Gender Policy (April 2000) and its Strategic Plan of Action will be made key documents in analysing any policies, legislation and issues before Parliament. GIDD will be facilitated to make significant input into the activities of the Women’s Caucus in Parliament. The expected outcome of this partnership is that the programmes and activities of Parliament and its committees are engendered and are in line with national policy.

4.5.2 Partnership for Support to the HIV/AIDS activities of Parliament

The National Assembly will partner with the National AIDS Council, other relevant institutions and experts to help effectively mainstream issues of HIV/AIDS into Parliamentary business. This partnership will also help deepen the implementation of the National Assembly HIV/AIDS Workplace Policy and integrate HIV/AIDS into the Parliamentary debate.

4.5.3 Development and deepening of a network of interest groups and independent experts to improve inputs into the legislative process

This network of interest groups and independent experts will inform the Parliamentary and Committee proceedings to enhance the quality of debate and passed legislation. This will also result in better informed Committee reports. Engagement with interest groups and independent experts will also enhance the visibility and credibility of Parliament in the eyes of the public. Some of the activities in this area include the regular updating of Civil Society Organizations (CSOs) and independent expert’s directories and engagement of
National Assembly. The number of CPs plus the Clerk of the NAZ should be equal to or less than the number of MPs in the PSC. The PSC will comprise of members with both technical and political competence to steer the programme effectively. Programme implementation will be reviewed, and subsequently implementation will be planned annually. Annual work plans will guide the implementation every year.

5.3 The Parliamentary Reforms Programme Department (PRPD)

The implementation of the programme will be through the existing National Assembly of Zambia institutional framework. The Parliamentary Reforms Project Department created in 2004, will now be the Parliamentary Reforms Programme Department (PRPD) comprised of National Assembly of Zambia staff to coordinate the utilisation of the PRP III funds and facilitate reporting on PRP III progress. This Department whose organisational set-up is provided in Annex 2 below, is headed by a Programme Coordinator who will be responsible for the day to day management of all Parliamentary Reform Programmes. The Department will be guided in its activities by the Deputy Clerk of the National Assembly of Zambia through the Management Committee comprised of all the heads of departments of the National Assembly of Zambia. The Clerk of the National Assembly of Zambia is the Controlling Officer for the PRP III including both finance and implementation and will ensure that:

- the contributions to programmes under this MOU are reflected in the plans, budget; and
- accounts are kept in accordance with Government regulations and procedures.

5.4 Reporting and approval

The Parliamentary Reforms Programme Department (PRPD) will produce the following PRP III reports to the Clerk for presentation to the PRMC and the PSC for approval;

- Annual work plans and budgets. These will be ready and presented by November each year
- Quarterly work plans and budgets
- Quarterly and annual financial and progress reports

The annual work plans will be circulated to Sessional Committees benefiting from the programme in order for them to have the opportunity to provide comment through the PSC.

The PSC will meet quarterly every year to receive the above reports from the Clerk of the National Assembly. At least one work planning meeting will be hosted in November of each year.
The Signatories, represented by the members of the PRMC and the CPs, will meet twice a year for the Semi Annual Meetings (SAM) (June and November) to discuss the implementation of the Programme. The meetings will be called and chaired by NAZ.

While the Semi Annual Meeting in June will focus mainly on progress and results made during the previous year, the November meeting will have a forward looking function and in particular agree on work plans, monitoring framework and budgets for the following year.
Figure 1: Organisational Setup of the PRP Office

- PROGRAMME COORDINATOR
  - DEPUTY CHIEF ACCOUNTANT
    - PROGRAMME ACCOUNTANT
      - ASSISTANT PROGRAMME OFFICER (PROJECTS)
      - ASSISTANT ACCOUNTANT
    - PROGRAMME OFFICER M&E
      - ASSISTANT PROGRAMME OFFICER (CONSTITUENCY OFFICES)
      - PROGRAMME ASSISTANT ADMINISTRATION
      - PROGRAMME ASSISTANT M&E
5.5 Funds disbursement arrangements

Consonant with the Government's preferred funding modality, the Joint Assistance Strategy for Zambia and the Paris Declaration principles, NAZ's preferred funding modality is a pooled or single basket funding support instrument. In line with this, the PRP III capacity development project is envisaged to operate under a basket/trust fund modality. This will be complimented by other funding modalities such as direct project support, for partners who may not be able to operate under a pooled/trust fund modality; this modality however, will only be used when all options have been exhausted. Details of the trust will be elaborated in a memorandum of understanding (MOU) that will be an addendum to this document.

A schematic presentation that illustrates the recommended system for financial management of the PRP III by the National Assembly is shown below – this may however be adjusted to suit the MOU as agreed with cooperating partners.
The National Assembly recognises that its preferred mode of funds disbursement may not be tenable for all cooperating partners due to legal and other administrative reasons. To this effect, the National Assembly is amenable to accepting other funds disbursement modalities that enhance its ability to plan, deliver and monitor the mobilisation and utilisation of resources to achieve its objectives.

It is towards this end that National Assembly will negotiate and enter an MoU with all partners providing resources for implementing the PRP III. The PRP III will be the sole entry point for all partners in aligning and harmonising all support to the National Assembly. This will provide coherence in partnership dialogue, reduce duplication of efforts and also reduce transactions costs on all stakeholders.

5.6 Monitoring and evaluation

The Parliamentary Reform Programme Department (PRPD) will be responsible for monitoring and evaluation (M&E) of the PRP III. Some data collection may be outsourced (e.g. surveys) while others will be mainstreamed in the project operations. A quarterly monitoring table and progress report will be prepared by the PRPD. An outcome-focused M&E system will be designed and implemented to allow programme correction during implementation to achieve the objectives and enable lessons learnt to be fed into programme implementation.

An independent Mid-term evaluation will be conducted in July 2009, with the objective of assessing progress and, if necessary redirect the programme integrating additional lessons learnt and the realities on the ground. Furthermore, an independent Final evaluation will be conducted in November 2010 and presented before the end of December 2010. The Mid-term and Final evaluation reports will be presented to the PSC and PRMC.

In support of the overall PRP III objectives, M&E will focus on the five areas of Parliamentary reform, namely: Improved Members-Constituency relations, Improved Legislative process, Improved Committee system, Enhanced Administration and Enhanced Provision of Support services, that are outlined in Section 2 above and are elaborated in Annex 2 below.

In line with results based management, the following indices will also be used to monitor Parliamentary process;

- The Legislative Process Index that measures to what extent the process of passing a Bill into law has been streamlined and achieved tangible results in terms of good law. This measure also looks at how committees have been effective in overseeing policy and budget formulation and implementation.
- The Openness index to help parliament measure to what extent Parliament has been open to the public, civil society and the media so as to further advance its representative function.
The Committee Performance Index that measures to what extent committees are properly organized and managed and how far their activities have strengthened the oversight function.
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<tr>
<td><strong>Goal:</strong> To increase the independence and effectiveness of the National Assembly as a representative agent of oversight and reform in Zambia</td>
<td>NAZ has greater autonomy from and is better able to scrutinize the Executive, quality of legislation improved</td>
<td>Baseline and evaluation survey</td>
<td>The Constitutional Review process and/or Executive reduce the independence and influence of the NAZ</td>
</tr>
<tr>
<td><strong>Purpose:</strong> Improve Member-Constituent relations, legislative process and Committee System</td>
<td>15% increase in the number of constituents believing Members and Parliament are working effectively.</td>
<td>Baseline, mid-term and terminal evaluation survey</td>
<td>Engagement by MPs in the design and implementation of the programme</td>
</tr>
<tr>
<td><strong>Output 1:</strong> Improve member-constituent relations</td>
<td>Number of members of the public visiting the constituency offices will increase by 30%</td>
<td>Constituency office records</td>
<td>Resources utilized for existing operations rather than supporting reforms</td>
</tr>
<tr>
<td></td>
<td>Number of inquiries placed by members of the public will increase by 30%</td>
<td>Constituency office records</td>
<td></td>
</tr>
<tr>
<td></td>
<td>80% of inquiries by constituents have documented follow up</td>
<td>Constituency office records</td>
<td>Constituency staff or Members resist increased access by public and associated workload</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Constituency office records</td>
<td>Resources diverted from programme related activities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Constituency office records</td>
<td>Office used to support political party rather than</td>
</tr>
<tr>
<td>Activities</td>
<td></td>
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<td>---</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>1.1</td>
<td>Training <strong>members</strong> and staff on effective management and organization of offices</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.2</td>
<td>Procuring ICT equipment and furniture for Constituency Offices</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.3</td>
<td>Use of motor bikes for mobility of Constituency Office staff</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.4</td>
<td>Updating Constituency office guide books</td>
<td></td>
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<tr>
<td>1.5</td>
<td>Development of a Communication strategy for Parliamentary business</td>
<td></td>
<td></td>
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<tr>
<td>1.6</td>
<td>Implementation of the</td>
<td></td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>committee records</th>
</tr>
</thead>
<tbody>
<tr>
<td>10% of public inquiries will be brought before appropriate committees/units of Parliament</td>
<td></td>
</tr>
<tr>
<td>Number of visits to their constituency office by Members of Parliament will increase by 20%</td>
<td></td>
</tr>
<tr>
<td>Impact of a communication and outreach strategy (indicators to be developed under M&amp;E framework)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>constituency as a whole</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Office and member activities poorly recorded</td>
</tr>
<tr>
<td></td>
<td>Communications poorly targeted</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Training reports, Members survey</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1</td>
<td>Delivery notes, procurement report</td>
</tr>
<tr>
<td>1.2</td>
<td>Transport logs</td>
</tr>
<tr>
<td>1.3</td>
<td>Constituency office guide books</td>
</tr>
<tr>
<td>1.4</td>
<td>Strategy developed and approved</td>
</tr>
<tr>
<td>1.5</td>
<td>[Indicators to be developed]</td>
</tr>
</tbody>
</table>
| 1.7 | Communication strategy including extending Parliamentary radio  
|     | Training constituency staff to respond effectively to citizens' enquiries  
|     | Training and promoting increased use of ICT in constituencies  
|     | Establishing formal linkages with existing civil society organizations at constituency level  

| 1.8 | Annual survey of constituents  
|     | Training reports. Members' survey  
|     | Baseline, mid-term and evaluation survey  

| 1.9 | Output 2: To increase the autonomy and transparency of Parliament as the Legislature; including its capacities in Bill drafting, budgeting and legislative oversight and foresight  
|     | Establishment and operation of the Parliamentary Service Commission to take over the role of the Standing Orders Committee  
|     | 20% increase in the use of the services of technical units and evidence of their contribution to improved scrutiny  
|     | 20% increase in the number of substantive amendments to each Bill (also relevant to output 3)  
|     | 10% increase in number of Bills originating from Private Members  

| 2.0 | NCC recommendations. Work plan for establishment of PSC  
|     | Records of technical units. Committee Reports. Survey of members  
|     | Bills/Acts, Committee Reports and meeting records  
|     | Records of Parliament, Bills  

|     | NCC produces clear credible recommendations on PSC  
|     | Technical units resist increased workload  
|     | MPs do not value services offered by Technical Committees  
|     | Management of Parliamentary business allows insufficient time for private members Bills
<table>
<thead>
<tr>
<th>Activities</th>
<th>15% increase in new Bills presented before the House for debate</th>
<th>Records of Parliament, Bills</th>
<th>Members not supportive of further increases in openness of committees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>25% increase in the use of services of technical units in Bill Drafting and evidence of their contribution to amendments and new bills.</td>
<td>Records of technical units. Survey of members</td>
<td>CSO concerned about their reduced independence and credibility arising from greater engagement with NAZ</td>
</tr>
<tr>
<td></td>
<td>Evidence of improved analysis of the budget by committees and alignment with to the FNDP priorities &amp; MTEF</td>
<td>Appropriation Bills, Committee Reports, daily debates, survey of Members</td>
<td>Poor recording of technical units utilization</td>
</tr>
<tr>
<td></td>
<td>50% increase in visits by Members to line Ministries (also relevant to output 3)</td>
<td>Survey of Members</td>
<td></td>
</tr>
<tr>
<td></td>
<td>15% increase in the number of submissions made by CSOs and members of the public</td>
<td>Committee Department records</td>
<td></td>
</tr>
<tr>
<td></td>
<td>20% increased utilisation of library services</td>
<td>Library records (attendance and utilization)</td>
<td></td>
</tr>
</tbody>
</table>

<p>| 2.1 | Identification of procedural impediments in Standing Orders and examination of proposals from MPs | Standing Orders | |
| 2.2 | Printing of the revised Standing | | |
| 2.3 | Orders | Appropriation Bill and Act, Committee Reports, technical unit records, survey of Members |
|     | Review Appropriation Bill | Committee and Parliamentary Reports, Bills |
|     | Training in legislative drafting and legislative analysis | |
| 2.4 | Output 3: Increased effectiveness of oversight of Parliament through an improved Committee System | 25% increase in substantive changes to policy and legislation, for example the withdrawal, improvement or approval of a Bill as a result of committee input |
|     | Bills/Acts, Committee Reports and meeting records | Members not supportive of further increases in openness of Committees |
|     | Committee Operations Manual updated annually | Staff not supportive of further increases in openness of Committees |
|     | Committee timetables and Committee records/minutes | CSOs concerned about their reduced independence and credibility arising from greater engagement with NAZ |
|     | Operation Manuals | Line ministries do not value greater engagement with NAZ |
|     | 20% increase in the number of Committee meetings attended by senior line ministry staff | |</p>
<table>
<thead>
<tr>
<th>Activities</th>
<th>25% increase in the number of CSOs and individual members of the public attending Committee meetings</th>
<th>Committee attendance records</th>
<th>Communications poorly targeted</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Training and attachments undertaken for Committees and Staff supporting them in Committee processes, oversight role and lobbying skills</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.2</td>
<td>Training and attachments of Committee Members and staff in HIV/AIDS, Gender, rights based approaches and environment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.3</td>
<td>Training in budgeting, oversight, information management, research, and advocacy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.4</td>
<td>Provision of technical assistance in budget analysis</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Baseline survey mid term and evaluation surveys</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Newspapers</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Training reports. Members survey.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Training reports. Members’ survey. Content of Bills</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Training reports/assessments.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>ToRs, TA evaluation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.5</td>
<td>Budget implementation, monitoring and evaluation based on those used in other countries for use by Committees in order to enhance the capacity of Members to scrutinize the budget and raise pertinent issues with the Executive.</td>
<td>Budget Analysis Guidelines and survey of Committee Members</td>
<td></td>
</tr>
<tr>
<td>3.6</td>
<td>Portfolio Committees outreach activities to relevant Government institutions and agencies to establish regular consultations for partnership building in budget implementation.</td>
<td>Committee records and surveys</td>
<td></td>
</tr>
<tr>
<td>3.7</td>
<td>Publication of Guidelines on Committee Procedures</td>
<td>Guidelines</td>
<td></td>
</tr>
<tr>
<td>3.8</td>
<td>Publicising all open Committee meetings in national media</td>
<td>Newspapers</td>
<td></td>
</tr>
<tr>
<td>3.9</td>
<td>Eight Committee hearings in and outside Lusaka including purchase of mobile recording equipment and logistics support</td>
<td>Committee minutes and attendance records</td>
<td></td>
</tr>
<tr>
<td>3.10</td>
<td>Undertake Portfolio Committee visits to relevant Ministries</td>
<td>Committee minutes</td>
<td></td>
</tr>
<tr>
<td>3.11</td>
<td>Increased engagement with CSOs on legislative, policy and budgetary</td>
<td>Baseline, mid term and evaluation surveys, Committee attendance records</td>
<td></td>
</tr>
<tr>
<td>3.12</td>
<td>processes through the Committee system</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.13</td>
<td>PA Systems and recording equipment procured and installed in Committee Rooms</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.14</td>
<td>Consultative workshop with Committee Chairs and CSOs undertaken</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.15</td>
<td>Engagement of research/expert services</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Introduce systems of recording visitor attendance at Committee meetings</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Output 4:** To enhance the efficiency and effectiveness of the NAZ and support services to Parliament and its Members

| 90% of NAZ annual workplan delivered on time |
| Improved performance of NAZ staff in relation to objectives 2 and 3 |
| All staff training conforms to training needs assessment based on competency profile for NAZ |
| Human Resource Management System |

**Procurement reports**

| Records of workshop, Programme reports |
| ToRs, Consultancy Reports |
| Committee attendance records |

**Annual workplan**

| Survey baseline, mid-term, evaluation, Members questionnaire |
| Competency profiles and training plans |
| NAZ HR plans and monitoring reports |

**NAZ staff give insufficient time to delivery of outputs 2 & 3**

No compliance with competency profile and training needs assessment by staff line managers.
<table>
<thead>
<tr>
<th>Activities</th>
<th>Procurement of Office Accounting Systems and training</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>8 staff in PRPD completed Project Management training and attachments</td>
</tr>
<tr>
<td></td>
<td>M&amp;E framework developed and regular information collection undertaken</td>
</tr>
<tr>
<td></td>
<td>Procurement records and programme reporting</td>
</tr>
<tr>
<td></td>
<td>Training assessment and programme documentation</td>
</tr>
<tr>
<td></td>
<td>Poor procurement monitoring or compliance.</td>
</tr>
<tr>
<td></td>
<td>Most appropriate staff for project management training not selected</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activities</th>
<th>Assessment for establishment of the Parliamentary Service Commission completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.2</td>
<td>HR capability profile completed – also PSC assessment</td>
</tr>
<tr>
<td></td>
<td>Assessment report</td>
</tr>
<tr>
<td>4.3</td>
<td>Institutional Strategic Plan reviewed and implemented</td>
</tr>
<tr>
<td></td>
<td>Strategic plan</td>
</tr>
<tr>
<td>4.4</td>
<td>Job description and training assessment for NAZ staff</td>
</tr>
<tr>
<td></td>
<td>Job descriptions, training assessment, quarterly reporting</td>
</tr>
<tr>
<td>4.5</td>
<td>Digitisation of the library and update subscription on online Libraries</td>
</tr>
<tr>
<td></td>
<td>Procurement reports</td>
</tr>
<tr>
<td>4.6</td>
<td>Updating of library collection</td>
</tr>
<tr>
<td></td>
<td>Procurement reports</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>4.7</th>
<th>Procurement of office equipment and two vehicles for M&amp;E for Project Office</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.8</td>
<td>Project Management training for staff in PRPD</td>
</tr>
<tr>
<td>4.9</td>
<td>Human resource management training for staff in PRPD</td>
</tr>
<tr>
<td>4.10</td>
<td>M&amp;E framework developed and data collected</td>
</tr>
<tr>
<td>4.11</td>
<td>M&amp;E training for staff in PRPD</td>
</tr>
<tr>
<td>4.12</td>
<td>Planning Meetings</td>
</tr>
<tr>
<td>4.13</td>
<td>Annual/Quarterly Review Meetings</td>
</tr>
<tr>
<td>4.14</td>
<td>Annual Audits</td>
</tr>
<tr>
<td></td>
<td>Procurement records and programme reporting</td>
</tr>
<tr>
<td></td>
<td>Training assessments and project documentation</td>
</tr>
<tr>
<td></td>
<td>M&amp;E framework, M&amp;E reports</td>
</tr>
<tr>
<td></td>
<td>Training assessments</td>
</tr>
<tr>
<td></td>
<td>Minutes of meetings</td>
</tr>
<tr>
<td></td>
<td>Audit reports</td>
</tr>
</tbody>
</table>
ANNEX 2: PROGRAMME WORK PLAN

<table>
<thead>
<tr>
<th>OUTPUTS</th>
<th>TOTAL BUDGET (US$)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Improve Member-Constituent Relations</td>
<td>1,805,000</td>
</tr>
<tr>
<td>2. Increase the autonomy and transparency of Parliament as the Legislature; Including its capacities in Bill drafting, budgeting and legislative oversight and foresight</td>
<td>1,110,000</td>
</tr>
<tr>
<td>3. Increased effectiveness of oversight of Parliament through an improved Committee system</td>
<td>1,835,000</td>
</tr>
<tr>
<td>4. Enhance efficiency and effectiveness of the National Assembly and support services to Parliament and its Members</td>
<td>1,750,000</td>
</tr>
<tr>
<td>Programme Total</td>
<td>6,501,000</td>
</tr>
</tbody>
</table>