

Government of the Republic of Palau
And
United Nations Development Programme

Support to Palau Congress Project
2010 - 2011

Project Summary

Palau became a member of the United Nations in 1994 and in July 2008, it signed the Standard Basic Assistance Agreement (SBAA). As a young nation, various capacity constraints undermine the national legislature's ability to perform its constitutional mandate. Out of the 44 recommendations in the LNA Report the Special Committee had agreed that the Congress will implement 30 through the use of its resources and internal processes with technical support from UNDP while UNDP will support the Congress formulate a project proposal and together with the support of Palau National Congress mobilize additional resources to implement 14 (7,8,9,10,11,12,13,15,16,21,25,28,37,38) recommendations since their implementation require financial and technical resources. In April 2009, UNDP and the Palau joint LNA task force validated the LNA recommendations and design this project to implement 44 recommendations of the LNA report. The joint LNA task force comprises representatives from the Senate and House of Delegates of the Palau Congress. The project's objectives are to develop the technical, advisory, administrative and procedural support capacities with the Senate and House of Delegates secretariat and to develop the capacity of members to enhance their legislative, representative and oversight roles. It is designed to achieve the following outputs: (i) Capacity of Congress Secretariats developed; (ii) National Congress (OEK) Members supported in their constitutional roles; and (iii) Project is effectively managed. The project will implement organizational reform and providing options to establish an independent and competent staff appointment, promotion system to ensure professional staffs are retained. At present, members' access to informational technology is limited and a notable absence of a members' handbook. The project will also address cross cutting issues such as gender, MDGs, human rights and environment in partnership with the following UN agencies: UNFPA, UNICEF, and UNIFEM. Specific indicators will be developed to monitor implementation of cross cutting issues.

Country: Republic of Palau
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 Palau 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 legislatures 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: Congress Research and Information support services strengthened
- Output 2 OEK Members supported in their legislative, representative and oversight roles
- Output 3: Project effectively managed and implemented

Implementing Partner/Executing Entity:

Office of the President of Senate and the Office Speaker
Of the House of Delegates

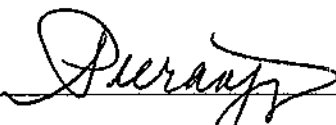
Responsible Party/Implementing Agency:

United Nations Development Programme

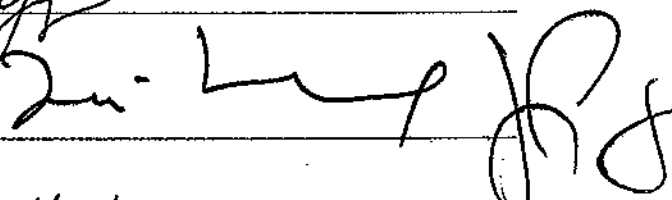
Programme Period:	2008 – 2012
CPAP Programme Component:	Legislative Strengthening & Participatory Democracy
Project Title:	Support to Congress Support Project
Atlas Award ID:	
Project ID:	00074353
Start date:	2010
End Date:	2011
PAC Meeting Date:	

Total resources required	USD\$290,000
Total allocated resources:	
• Regular	
• Other:	
○ DGTTF	USD\$200,000
○	
○ Government	
Unfunded budget:	USD\$90,000
In-kind Contributions	USD\$100,000 – 00

Agreed by (Government)



Agreed by (Implementing Partner/Executing Entity):



Agreed by (UNDP):



I. SITUATION ANALYSIS

Following the ratification of the Compact of Free Association agreement with the United States in 1993, the Republic of Palau declares its independence in 1994. The constitution of Palau established a Presidential and Federal form of government with a bicameral legislature, constitutionally referred to as the Olbiil Era Kelulau (OEK). Legislative power of Palau is vested in the Olbiil Era Kelulau, consisting of elected Delegates and Senators who serve a four years term in a House of Delegates and a Senate respectively. Politics of Palau takes place in a framework of a presidential representative democratic republic, whereby the President of Palau is both head of state and head of government. Executive power is exercised by the government. Legislative power is vested in both the government and the Palau National Congress. The Judiciary is independent of the executive and the legislature.

The key legal documents that deal with the role of Congress in Palau are the 1979 Constitution; and the Rules and Procedures of the Senate and the House of Delegates respectively. Section 1 and 5 of Palau Constitution established the powers and the roles of the Palau Congress.

But the OEK members' ability to discharge their constitutionally prescribed roles is much more complex and challenging. This is in view of the following: (i) limited donor support; (ii) loosely organised support staff; and (iii) limited information technology and support infrastructure and the implications of internationally binding treaties and resolutions on domestic policies and programmes. Among other international agreements, Palau has endorsed the Millennium Development Goals (MDGs); and the Forum Principles of Good Leadership and Accountability. As a member of the Pacific Islands Forum Palau has endorsed the Pacific Plan, which prioritises four key areas for action: (1) good governance; (2) economic growth; (3) security; and (4) sustainable development.

UNDP's Experience with Pacific Legislative 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 values into traditional and local governance frameworks is essential for achieving the Millennium Development Goals and promoting sustainable development.

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 assistance¹ 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. In Palau, an orientation workshop was organized for member of Palau Congress in December 2008.

¹ These are one year projects which were developed in response to requests from Speakers of Parliament in Kiribati, Tuvalu, Tonga, Palau, and Vanuatu.

This workshop was highly commended as it provided an opportunity for mutual learning and information sharing.

- **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 (2008 -2010) of their Projects. In Fiji, the NICE² and in-School civic education projects complemented the parliamentary support project.

Having supported Pacific Parliaments 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 changes in Palau. This will be done by connecting Palau to knowledge, experience and resources to help develop national capacity for strengthening legislative democracy to achieve the Millennium Development Goals.

UNDP's Mandate to support Palau Congress

UNDP's consultations with the Government of Palau are documented in the United Nations Development Assistance Framework (UNDAF); Country Programme (CPD); and Palau's Country Programme Action Plan (CPAP) 2008 – 2012. Under the outcome area of good governance and human rights, the Government of Palau (through its endorsement of Palau/UNDP country Programme Action Plan CPAP) agreed for UNDP to support the to achieve an output whereby the capacity of Palau Senators and Delegates, 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."*

² National Initiative for Civic Education

UNDP's Partnership with Palau Congress

UNDP has been engaging with the Palau National Congress since June 2008 through its Preparatory Assistance Project to the Olbiil Era Kelulau. This is part of UNDP's contribution to creating an enabling environment to facilitate consultation, conceptualization, and participatory formulation of a long-term support to the OEK. In terms of sequencing, experience has shown that prefacing a legislative support 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. In October 2008, UNDP undertook a Legislative Needs Assessment (LNA) study for Palau. The LNA 2008 proposes concrete recommendations for strengthening Congress support Offices, strengthening the law-making functions of the Congress; strengthening constituency relationships, and strengthening the oversight functions of Congress. An Orientation Workshop for members was held in December 2008. Follow-up actions will be implemented through this project.

Challenges and issues to be addressed

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

(a) Limited Research and information security and support capacity

At present there is no library available to OEK members and staff. A well functioning National Congress requires a library where records can be accessed, Members and staff can read and carry out research, relevant current publications are available and research advice and assistance is available. None of these services currently exist in the Melekeok building and that there is an urgent need for them to be provided. LNA report 2008 recommended a need for a full Library of Congress to be established within the Capital complex. Internet services provided to the Congress are inadequate for the purposes of an efficient, modern Palau National Congress. The broadband service used by staff and Members is very slow, and although a wireless network is supposed to be available, this was experiencing problems and was not working. There is a need for these services to be upgraded to provide an efficient and reliable service. Along with the upgrading of the internet service there is an absence of an intranet for the Congress. An intranet is a restricted-access network that works like the Internet, and would enable the Congress to share its resources with Members and staff, allow electronic lodgement and processing of forms, reports etc, and communications between Members and staff, without confidential information being made available to everyone with Internet access. Further to this, is the question of secure storage and backup of electronic records currently being held by the Congress? At the moment records are vulnerable to loss as they are kept in a number of places, generally on the computer of the person who generates them. Many of the important historical records of Palau are thus vulnerable to damage or loss. The lack of a secure master server to which all electronic records of the Congress could be backed up, thus removing the vulnerabilities of the current record keeping practices, is a critical gap which needs to be addressed.

In addition, there is a notable absence of a Corporate/strategic Plan to enable a better level of prioritisation, planning and budgeting for Congress support Offices and lack of training for staff on information technology, research and report writing, record keeping and filing and preparation of memoranda and notes.

(b) Limited support resources for Members of Congress

There is currently no handbook, or guide, for Members of Congress. To have one would be of assistance to them throughout their term in Congress. It is also important that the handbook be approved by the President of the Senate and the Speaker of the House of Delegates and be shared to members for review before it is published and distributed.

In Palau, as in other democracies, members of the National Congress have dual roles, as elected representatives and as national and traditional leaders. Thus, they have to balance competing priorities, with broader national interests which are 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. It has been generally acknowledged that their constituency roles include: leading people, helping people, defending people's human rights, educating and empowering people. In Congress, their role includes: law-making, scrutinizing government expenditure, participating in Standing 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, legislative democracy and good governance.

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. There has been no members' capacity development schedule and a notable absence of a members' handbook – a generally valuable reference resource for members. Although an orientation workshop was conducted in December 2008, it is useful to have orientation workshops following each general election. Thus, members' ability to effectively perform their important roles should be supported with increased support resources and organisation of specialized workshops.

II. STRATEGY

The 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 Palau. The longer term aim of this strategy is to ensure that capacity is mainstreamed and sustainably developed in the Offices of Congress, and Members of the OEK and the public better understand their roles and responsibilities in promoting good governance. The Project aims to ensure that Offices supporting the Congress provide efficient and sustainable technical, procedural and administrative support and advisory services to the OEK Members and constituents; Congress effectively discharges its oversight, representative and legislative functions; and the public is aware of and exercises its democratic rights and responsibilities. The project will also address cross cutting issues such as gender, MDGs, human rights and environment in partnership with the following UN agencies: UNFPA, UNICEF, and UNIFEM. Specific indicators will be developed to monitor implementation of cross cutting issues

Toward these ends, the following broad strategies have been adopted:

1 Strengthening of Congress Secretariat

Rules of Procedure, The Senate of the Seventh Olbiil Era Kelulau, as at May 22, 2005, Rule 1 – C 8 (a) and Rules of Procedure, House of Delegates of the Seventh Olbiil Era Kelulau, January 2005 as amended at 9 January 2007, Rule 1 - C 8 outlined the duties of the Clerks of the Senate and House. This role clearly recognizes the centrality of the Office of the Clerks in providing technical and procedural expertise to enhance Congressional law-making and oversight function. Focussing on the Secretariat of both Chambers, the Project will strengthen information and technology services, organisational reform and develop strategic plan for Congress, resourcing, joint training initiatives for staff of both chambers and networking. These will be done by developing a strategic or corporate plan for Administration and Management of the Congress; improving internet access; establishing an intranet service, set up document management system and training for staff of Senate and the House of Delegates and joint specialized training initiatives. A Corporate/Strategic

Plan for the Congress Offices could help better define for all stakeholders the role of the Offices within Congress, 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 services to members and constituents. It would also assist Congress in articulating its needs more effectively to facilitate the formation of strategic partnerships with regional and international legislative bodies and development partners and address cross cutting issues including gender, MDGs, human rights, environment.

1.1 Strengthening Public Outreach

This output will adopt a two prong approach on civic education. Firstly, formulations of a communication and outreach strategy for the Congress this will also involve supporting the long-term initiative to ensure this web page is updated (<http://www.palau.gov.net>.) so that links to both the Senate and the House are functional and updated regularly; produce quarterly newsletters. The long term objective of this strategy is for Congress (OEK) 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.

2. Members of Congress supported: it has been argued that democracy can only be realized when law makers in general and in this regard the OEK Members have the will, ability, and information to make decisions that reflect the interests and needs of society. The Orientation workshop organised for Members in December 2008 identified opportunities to be addressed in future workshops for OEK Members. These include: the unified budget process from both the legislative side and the executive side and a need to organise a separate workshop for reading and understanding audit reports. This will be useful in enacting meaningful budgets and helping to prevent illegal expenditures and budget overruns.

Integration of cross-cutting themes

Palau Congress Members 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 Obiil Era Kelulau's (Palau National Congress) resolutions determine whether or not cross cutting issues of national importance are critically debated and addressed. Some of the issues include: the participation of women in the formal and informal sectors; creating a more competitive public sector to address accountability and transparency in the public sector; involving traditional leaders in decision making process and addressing climate change and environmental concerns. 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.

Innovative and catalytic approaches

First the project will strengthen partnerships and more collaboration between the traditional and formal governance institutions. UNDP had already implemented an innovative induction workshop for Members of the Congress which was attended by the both the elected representatives from the states and traditional leaders in 2008. A normal induction workshop would be attended only by the elected leaders. Convening a workshop which involved the elected national and state leaders and the traditional leaders provided an opportunity to share ideas and explore issues of national and local important. Through the implementation of pilot initiatives it is hoped that lessons learnt will be used to inform the design and delivery of legislative support project in other Pacific Island countries. This is an important consideration, in view of the co-existence of the traditional and formal governance systems and the fact that many Pacific Island countries continue to view the formal governance systems and structures as foreign inventions.

Second, this project will implement activities that will strengthen the substantive collaboration between the two chambers of the National Congress namely the Senate and the House of Delegates. Most often any bill proposed by either Chamber end up in conference committee which comprise representatives from both chamber. This normally happens when amendments made by one chamber is rejected by the other chamber. In such occasions, if no agreement is reached in the conference the bill dies in the conference. This has been one of the key obstacles in the legislative process which affect the legislative process as key function of national elected leaders. This project will support the members by enhancing their technical capacities and strengthening the joint mechanisms for collaboration both at the organizational and substantive level. An example of this is a joint committee comprising of representatives from both Chambers which was established to review the LNA report and oversee the implementation of this project.

Third, noting the decline in the amount of funds provided to Palau by the United States Government through the Compact of Free Association with the United States (COMPACT), it is important to strengthen the relationship between the national legislature and the accountability institutions in Palau. The COMPACT funds accounts for approximately 70 percent of Palau's income. Through the project, position papers will be developed with optional institutional arrangements for strengthening the substantive partnership between the congresses, the Auditor General's Office and the Attorney General's Office and the Ministry of Finance. Unlike the Westminster system where post spending expenditures of the executive government are scrutinized through the public accounts committee, the presidential system lacks such accountability mechanism. The project will also explore options for drawing lessons from the Public Accounts Committee system to strengthen financial oversight and accountability mechanisms of the Congress of Palau.

Fourth the project provides a framework for addressing cross-cutting issues including the millennium development goals (MDGs), gender and human rights, child protection, environmental governance and disaster risk reduction. The project has developed specific activities which will involve specialized UN agencies such as UNIFEM, UNICEF, UNFPA and UNOHRC to provide targeted capacity development support to the Congress support secretariat, members of the national congress, state representatives and traditional leaders.

In terms the MDG, Palau has made impressive progress toward the MDG goals having largely achieved MDG goal for health (MDG 4, 5, and 6); education (MDG 3); environment (MDG 7); and gender (MDG 2). While the poverty situation is good in comparison to many other countries, data are not available to track trends and assess progress. The global economy is extremely volatility and at home, Palau faces new challenges as a result of climate change and rising sea levels and the decline in the funding from the United States under the Compact of Free Association. In coming years, Palau will need to achieve more with fewer resources. The challenge for Palau is to continue the positive trends in progress towards achievement of MDGs 2-8 while addressing the poverty prevention and alleviation targets of MDG 1 (Poverty Alleviation) with limited resources. Therefore raising awareness amongst Members on the importance of prudent and accountable management and use of limited resources for poverty alleviation and MDGs is one of key proposed initiative on this project. To this end the project will organize workshops on topics such as the unified budget process from both the legislative side and the executive side and a separate workshop for reading and understanding audit reports would be helpful in enacting meaningful budgets and helping to prevent illegal expenditures and budget overruns. This will be linked to MDGs and the importance of effective resource management for the achievement of MDGs.

In terms of gender inequality in political governance, drawing on work that UNDP has donw on Temporary Special Measures for women and CEDAW legislative compliance indicators UNIFEM and UNDP will undertake consultation and collaboration in the discussions and awareness on Temporary Special Measures to get more women in politics; capacity building on Gender &

Elections and civic education to advance gender equality in political governance. Improving women's participation in political governance through temporary special measures and involving the traditional leaders' participation in formal governance system are potentially risky initiatives. While women in Palau have a base of decision-making power rooted in their matrilineal heritage and play a key role in household and clan decision-making, they are severely under-represented in the political arena. Only 3 of 16 state governors are women, there are no female Congressional members, and the average ratio of male to females for decision making positions is about 3:1. As is the case in many matrilineal societies, women are largely excluded from public political power – undermining an initial impression of gender equality³. The project will implement activities that will strengthen the capacity of Palau Congress members for gender analysis among male and female Palauan decision-makers at all levels and to integrate this analysis into policy and planning and legislative process. In addition, reforming the current staff appointment method is also a potentially risky initiative as this will remove the power from individual members to appoint their support staff. However, Palau has new reformist government and this project will provide an opportunity for the specialized UN agencies to strengthen their partnerships with the new administration through various joint or agency specific initiatives.

To address child protection and human rights issues, UNICEF, UNOHRC and UNDP will implement activities including dialogue workshops, design of analytical tools/checklist and organize capacity development workshops that will develop the capacity of the members and the Congress support Secretariat to consider these concerns in the Palau National Congress. These initiatives are aimed at promoting and raise the profile of sensitive but often neglected issues such gender equality and child protection issues to the attention of national and traditional leaders.

Population and development issues will be addressed in partnership with UNFPA through the formation of regional and national groups comprising of nationally elected representative and by building their capacity to advocate for population and development issues in their legislative and oversight roles.

³ ABD 2009, Gender Assessment, Palau: Country Partnership Strategy 2009-2013, ABD, Manila.

PALAU CONGRESS SUPPORT RESULTS AND RESOURCES FRAMEWORK

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

2.1 Palau demonstrates and upholds the Forum Principles of Good Leadership and Accountability; and Palau is aware and protects human rights and makes 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 Congress support Offices
 OEK members provided with information services and technical support resources to perform their constitutional roles
 Increased capacity in Congress to institute mechanisms to address cross-cutting issues

Baseline:

Limited resourcing and technical support capacity within the Congress support Offices
 Limited level of support offered to Members of Congress
 Limited capacity of Congress to put in place enabling mechanisms to address cross-cutting issues

Target: Palau OEK Members and citizens effectively contributing to accountability and oversight through improved legislative functions

Source:-

- (a) Legislative Needs Assessment October 2008
- (b) MPs Induction Workshop report December 2008

Applicable Strategic Plan Outcome: Legislature and Assemblies & Civic Engagement:

Corresponding MYFF Service Line: 2.2 Parliamentary/Legislative Development; 2.1 Policy support for democratic governance

Partnership Strategy Partnerships are central to the success of this project and the project the Office of the Speaker and UNDP will continue to develop partnership with a wide range of organisation. Partnership provided new opportunities for joint advocacy, programming and evaluation, knowledge sharing, networking and resource mobilization. UNDP will strengthen the cooperation with the government of Palau to promote mechanisms and fora for dialogue and interaction among national, regional, bilateral, multilateral and international development partners. Key Government partners include the Ministry of Finance and Planning; Office of the President of Senate; and the Office of the Speaker of the House of Delegates.

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

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
Output 1 Congress Research and Information and committee support services strengthened				

Baseline:	Annual Targets:	Activity result 1. Resourcing of Congress and Specialized training for staff completed	Office of the Speaker of the House Delegates & Office of President of Senate UNDP	Library Set-up costs:
<p>1. Congress has no Library</p> <p>2. Lack of record management and storage facility</p> <p>3. No intranet and limited information technology services</p> <p>4. Limited capacity to advocate and provide Members with information on cross cutting issues</p> <p>Indicators:</p> <p>1. Congress Library established</p> <p>2. Storage server established</p> <p>3. Intranet and information technology systems put place</p> <p>4. Secretariats of the Senate and the House of Delegates have capacity to support Members address cross cutting issues.</p>	<p>2010</p> <ol style="list-style-type: none"> 1. Establish Library 2. Draft Corporate Plan 3. Install Master server 4. Establish intranet services E-governance 5. Specialised trainings conducted for staff of Congress <p>2011</p> <ol style="list-style-type: none"> 1. Training for committee staff 2. Develop position papers 3. Undertake study on traditional and formal governance structures 	<ol style="list-style-type: none"> 1. Establish a Research Library for Congress 2. Establish a master server for storage of all electrical records of Congress 3. Training for electric for electoral conversion of file 4. Compile filling and achieving procedures manual 5. Training program for staff on the following be developed: (i) basic computing skills; (ii) information technology; (iii) Research and Report writing; (iv) Record keeping and filling; (v) preparation of memoranda and notes; research and access to information on gender, MDGs, HR, Child Protection and Population and Development. 6. Establish efficient and effective information technology service for the Obil Era Kelulau which includes wireless access to the internet within the OEK precinct, establishing a secure intranet service with a remote access capacity, the hardware and software requirements (E-Governance model) 7. Develop a corporate/strategic Plan for Congress 8. Undertake research on relationship between formal and informal traditional governance system and identify practical approaches to strengthen involvement of traditional leaders, women and children into the formal decision making process. 9. Drafting and validation of the following position papers: (i) options for strengthening substantive partnership between Congress and accountability 	<p>Partners: SOPAC; SPC & UNESCO; UNICEF; UNFPA</p>	<p>USD\$40,000 + 1 Qualified & experienced Librarian USD\$20,000 (2 years) Install Master server: USD\$34,000 – 00 Training cost USD\$5,000 Trainings costs USD\$20,000 – 00 Establish Email and Intranet Service: USD\$40,000 – 00 Corporate Plan Consultant USD\$10,000 – 00 UNDP Scoping/research Mission costs USD\$5,000 USD\$8,000 Workshop and travel & Printing</p>

		institutions; (ii) option paper for strengthening pre and post spending oversight of government finances.	costs Subtotal: USD\$182,000 – 00
Output 2 OEK Members supported in their legislative, representative and oversight roles			
Baselines: 1. No handbook for OEK Members 2. One induction workshop conducted 3. Lack of specialized workshops on cross cutting issues Indicators: 1. Handbook for members published 2. Orientation & specialized workshops conducted 3. Senators and Delegates have increased understanding of cross cutting issues including Gender, Human Rights, MDGs, Child Protection and Population and Development.	Annual Targets: 2010 1. Develop handbook for members 2011 1. Bills analytical tools developed 2. Unidentified budget process and audit workshop conducted 3. Joint UN agencies workshop undertaken 4. Practical options for joint strengthening collaboration between the Senate and House of Delegates completed.	Activity Results 2 Resources provided and specialized joint workshops organized for Senators and Delegates 1. Draft and publish handbook for Senators and Delegates 2. Conduct orientation workshop for Senators and Delegates after next national elections (2012) 3. Develop bill analytical tools/checklist (social impact assessment) tools and for Congress and social 4. Conduct workshop on unidentified budget process from both the legislative side and the executive side and MDGs budgeting and costing process. 5. Conduct workshop on interpreting & understanding audit reports. 6. Conduct a joint UN agencies Cross cutting issues workshop (Gender, MDGs, Environment/DRM) for Congress Members. 7. Conducted dialogue workshop for members of both Chambers to identify options to strengthen joint collaborations between both Chambers. (eg) drafting TORs for existing committees to include	Office of the Speaker of the House of Delegates Office of President of Senate UNDP Partners: UNDP UNIFEM; UNFPA PC; Drafting and publication of handbook USD\$10,000 – 00 Orientation workshop for OEK Members: USD\$20,000 – 00 Drafting of Bills analytical tools USD\$5,000 – 00 Unidentified budget and MDGs costing and budgeting workshop USD\$10,000 Audit report workshop costs USD\$5,000 Workshop costs USD\$15,000 Workshop costs and printing cost USD\$5,000 Subtotal: USD\$70,000 – 00

Output 3 Effective Project Management			
<p>Baseline:</p> <ol style="list-style-type: none"> Capacity Assessment for project implementation report 2008 Results Management Guide <p>Indicators:</p> <ol style="list-style-type: none"> Financial and narrative reports shows quality of deliverables and accountability for resources Risks and issues logs are regularly updated Quarterly reports submitted to country office for review 	<p>Annual Target</p> <p>2010</p> <ol style="list-style-type: none"> Establishment of a Board Annual review meetings held Management services fees agreement finalised <p>2011:</p> <ol style="list-style-type: none"> TPR Quarterly Reports Annual Reports 	<p>Activity results 3. Effective Project management and Implementation</p> <ul style="list-style-type: none"> ▪ Actions 1. Appointment of Project Managers 2. Training for Staff and Project Manager on UNDP project management guidelines 3. Consider options for hands on training for project managers (Clerks) and selected support staff within OEK <p>Activity 3.1 Results</p> <p>Project Results, Issues and Risks tracked and monitored in ATLAS</p> <ul style="list-style-type: none"> ▪ Actions 1. Quarterly Narrative and Financial reports submitted to Project Board 2. Audit report 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 evaluation conducted lessons learnt documented <p>Project Communication Advocacy Management services</p> <ul style="list-style-type: none"> ▪ Actions 1. Country Office supports communication and advocacy for the project through national, regional and international publications, outreach and advocacy of project results and achievements 	<p>Office of the Speaker & UNDP</p> <p>(Project Managers role assumed by Chief Clerks – In-Kind: USD\$100,000 – 00)</p> <p>Project management and Results Based Management training for OEK Project support staff: USD\$2,000</p> <p>USD\$4,000 Auditing services.</p> <p>Project monitoring visit by UNDP Country Office: USD\$15,000 (7,500K annually)</p> <p>USD\$15,000 Project Evaluation</p> <p>USD\$2,000</p> <p>Subtotal: USD\$38,000</p>
TOTAL PROJECT BUDGET			USD\$290,000 – 00

ANNUAL WORK PLAN

YEAR: 2010

EXPECTED OUTPUTS And baseline indicators including annual targets	PLANNED ACTIVITIES List activity results and associated actions	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 legislatures 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: Congress has no library; lack of master server, no corporate plan</p> <p>Indicators for Planned activities: Library established; mater server installed; corporate plan produced.</p> <p>Target Related CP outcome: By 2012: Congress is enabled to provide increased and effective level of procedural, technical and administrative support to the Members of Congress</p>	<p>Activity 1 Results: Congress Research and Information services support strengthened</p> <p>Actions:</p> <ol style="list-style-type: none"> 1. Establish a Research Library for Congress (E-Library) 2. Recruit Librarian 3. Establish a master server for storage of all electrical records of Congress 4. Develop strategic Plan/Corporate Plan for Congress 5. Training program for staff on the following be developed: (i) basic computing skills; (ii) information technology; (iii) Research and Report writing; (iv) Record keeping and filing; (v) preparation of memoranda and notes; research and access to information on gender, MDGs, HR, Child Protection and 		✓		✓		DGTTF
		✓	✓					Plus 1 qualified Librarian USD\$10,000	
		✓	✓	✓		Office of the Speaker and UNDP; UNESCO; SOPAC	Install Master server 72400 - Audio Visual, computer	USD34,000 - 00	
		✓	✓			DGTTF	International Consultant - 71300 & Publications costs - 74200	USD\$15,000	
							Hospitality - 72700 Travel - 71600 international Consultant - 71200	USD20,000	

	Population and Development					
<p>Baseline: No handbook for Members</p> <p>Indicators for planned activities: Handbook for Members drafted</p> <p>Targets Related CP outcome: <u>By 2012:</u> Members have access to support resources</p> <p>Output 3</p>	<p>Activity 2 Results OEK Members supported in their legislative, representative and oversight roles</p> <p>Actions:</p> <ol style="list-style-type: none"> Develop handbook for Members of Congress 	<p>✓</p> <p>✓</p>	<p>Office of the Speaker and UNDP</p>	<p>DGTTF</p>	<p>Drafting service; printing & publications - 74200</p> <p>10,000 -- 00</p>	
<p>Baseline: Project has not been implemented; No quarterly reports</p> <p>Indicators: Project manager recruited ; Financial and narrative reports shows quality of deliverables and accountability for resources; Risks and issues logs are regularly updated</p>	<p>Effective Project Management</p> <p>Activity 3.0 Results Effective Project Management and Implementation</p> <p>Actions: Chief Clerk of Senate and House to assume this role as joint project manager (in kind contribution)</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>Office of the Speaker Project manager Ministry of Finance UNDP</p>			
	<p>Activity 3.1 Results Project Results, Issues and Risks tracked and monitored in ATLAS</p> <p>▪ Actions Quarterly Narrative and Financial reports submitted to Project Board Project Board meeting held, work plans reviewed and revised. Quarterly narrative and financial reports prepared and distributed to project Board and MCO. UNDP MCO mission costs</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>Office of the Speaker Project manager Ministry of Finance UNDP</p>	<p>DGTTF</p>	<p>UNDP Travel, DSA 71600 – Travel</p> <p>7,500</p>	

ANNUAL WORK PLAN

YEAR: 2011

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 legislatures 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: lack of wireless internet and intranet access in Congress; LNA 2008 identify the need to acknowledge informal governance structure; lack of institutional mechanisms for effective financial oversight.</p> <p>Indicators for Planned activities: intranet and wireless connections installed; options for greater involvement of traditional governance structure into formal systems identified; institutional mechanisms for promoting financial oversight established.</p> <p>Target Related CP outcome: By 2012: Congress is enabled to provide increased and effective level of procedural, technical and administrative</p>	<p>Activity 1 Results: Congress Research and Information services support strengthened Actions:</p>					Office of the Speaker and UNDP; UNESCO; UNFPA; UNIFEM	DGTTF	In kind	
	<p>Training for electric for electoral conversion of file</p>	✓							
	<p>Salary for Library staff</p>	✓	✓	✓	✓				USD\$10,000
	<p>Compile and draft filling and archiving procedure manual</p>	✓	✓						USD\$5,000
	<p>Establish efficient and effective information technology service for the Obill Era Kelulau which includes wireless access to the internet within the OEK precinct, establishing a secure intranet service with a remote access capacity, the hardware and software requirements (E-Governance model)</p>		✓	✓	✓			DGTTF	USD40,000 – 00
	<p>Undertake research on relationship between formal and informal/ traditional governance system and identify practical approaches to strengthen involvement of traditional leaders, women and children into the formal decision making process.</p>		✓			UNDP PC		DGTTF	USD\$5,000
	<p>Drafting and validation of the following position papers: (i) options for strengthening substantive partnership between Congress and accountability institutions; (ii) option paper for strengthening pre and post spending oversight of government</p>							Hospitality – 72700 Travel – 71600	USD\$8,000

<p><i>support to the Members of Congress</i></p>	<p>finances</p>								
<p>Baseline for activity 2: Congress members have no access to tool for social impacts review on bills; unidentified budget process and budget overrun exists; joint initiatives established and needs strengthening; limited understanding of audit report interpretation. Indicators for planned activities: bill analytical tools/checklist drafted; unidentified budget and audit workshops conducted; joint collaborative mechanisms identified and strengthened.</p>	<p>Activity 2 Results OEK Members supported in their legislative, representative and oversight roles Actions: Develop bill analytical tools/checklist (social impact assessment) tools and for Congress and social Conduct workshop on unidentified budget process from both the legislative side and the executive side and MDGs budgeting and costing process. Conduct workshop on interpreting & understanding audit reports.</p>	<p>Office of the Speaker and UNDP Office of the Speaker and UNDP Office of the Speaker and UNDP; Ministry of Finance Palau.</p>	<p>DGTF DGTF DGTF</p>	<p>Travel – 71600 Hospitality – 72700 Hospitality – 72700 Travel – 71600 Hospitality – 72700 Publications – 74200</p>	<p>USD\$5,000 USD\$10,000 USD\$5,000</p>				
<p>Targets Related CP outcome: By 2012: Members have access to support resources and have increased understanding of cross cutting issues.</p>	<p>Conduct a UN agencies Cross cutting issues workshop (Gender, MDGs, Environment/DRM) for Congress Members. Conducted dialogue workshop for members of both Chambers to identify options to strengthen joint collaborations between both Chambers. (eg) drafting TORs for existing committees to include oversight of cross cutting issues Conduct orientation workshop for Senators and Delegates after next national elections (2012)</p>	<p>UNDP; UNESCO; UNFPA; UNIFEM</p>	<p>DGTF DGTF DGTF</p>	<p>Travel – 71600 Hospitality – 72700 Hospitality – 72700 Printing - 74200</p>	<p>USD\$15,000 USD\$5,000</p>				
<p>Output 3 Baseline: Project has not been implemented; No quarterly reports; limited public outreach by Project.</p>	<p>Effective Project Management Activity 3.0 Results Effective Project Management and Implementation Actions: Chief Clerk of Senate and House to assume this role as joint project manager (in kind contribution)</p>	<p>Office of the Speaker Project manager Ministry of Finance</p>	<p>TBC</p>		<p>USD\$20,000</p>				

<p>Indicators: Project managers recruited ; Financial and narrative reports shows quality of deliverables and accountability for resources; Risks and issues logs are regularly updated; project results are communicated through various media mode.</p>	<p>Training and Orientation for Project Manager and Project staff on RBM; Project management guidelines and tools</p> <p>Activity 3.1 Results Project Results, Issues and Risks tracked and monitored in ATLAS</p> <ul style="list-style-type: none"> ▪ Actions Quarterly Narrative and Financial reports submitted to Project Board Project Board meeting held, work plans reviewed and revised, Quarterly narrative and financial reports prepared and distributed to project Board and MCO. UNDP MCO mission costs Final project evaluation Communications and advocacy for project results 	✓	✓	✓	✓	UNDP	DGTTF	<p>Hospitality – 72700 Workshop costs</p> <p>UNDP Travel, DSA 71600 – Travel</p> <p>USD\$7,500</p> <p>USD\$15,000</p> <p>USD\$3,000</p>		
TOTAL										

III. MANAGEMENT ARRANGEMENTS

The support to Palau Congress project will benefit both operationally and substantively from the Joint Presence Initiative in Palau led by UNDP.

The project will be nationally executed by the Government of the Republic of Palau with country office support where requested. The Office of the Speaker of the House of Delegate and Office of the President of the Senate of the Obiil Era Kelulau (OEK) will be the national implementing partner and the Budget Office 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 President of the Senate and the Speaker of the House of Delegate 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 quarterly expenditure by Budget Officer to the UNDP Country office in Suva, Fiji.

The President of the Senate and Speaker of the House of Delegate will be joint the National Project Directors (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 Palau 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 6 monthly board meeting and at the annual joint strategy meeting (JSM) or UNDP CPAP Board meeting where members of the project board will participate in the CPAP board will 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 efficiently 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.

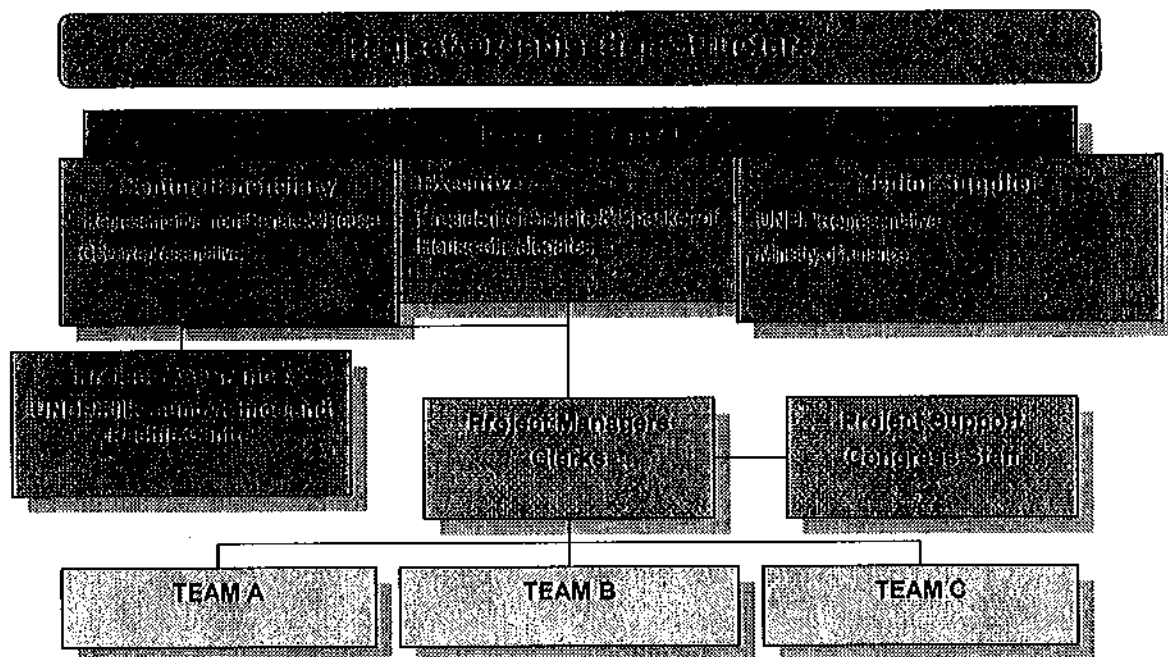
In particular, the composition of the project board is as follows:

1. The President of the Senate and Speaker of the House of Delegates will jointly assume the **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 and 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 a representative from the Senate and the

House of Delegate; representatives of standing committees and representative from civil society organisation.

The NPD may call for special meetings should the need arise for these. The NDP 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: The Clerk of Senate and Clerk of the House of Delegates will be project manager an in-kind contribution of the Congress to the project. They will run the project on a day-to-day basis on behalf of the Implementing Partner. The project managers are 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.

IV. 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 Managers 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 once a year. 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

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 Directors 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/annual 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.

V. LEGAL CONTEXT

This Project Document shall be the instrument referred to as such as I Article 1 of the Standard Basic Assistance Agreement between the Government of the Republic of Palau and the United Nations Development Programme, signed by parties on 18 July 2008. The host country implementing agency shall, for the purpose of the Standard Basic Agreement, refer to the government co-operating agency described in this agreement.

The following types of revisions may be made to this Project Document with the signature of the Suva-based UNDP Principal Project Representative only, provided he or she is assured that the other signatories to the Project Document have no objections to the proposed changes:

- a) Revisions in, or addition of, any of the annexes to the Project Document;
- b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the Project, but are caused by the arrangement of inputs agreed to or by cost increases due to inflation; and

VI. ANNEXES

Annex 1. INITIAL RISK LOG



Project Title: Support to Palau Congress Award ID: Date:

[REDACTED SECTION]						
1	Existence of Funding gap of USD\$90,000	Financial	P = 2 I = 2	Ongoing dialogue with Government and development partners.	Design Team GTU of Office of Speaker	February 2010
2	Delay in implementing remaining activities due to lack of funds to immediately start the project	Operational Programmatic &	Unfunded activities may be incomplete. P = 2 I = 2	Ongoing dialogue and information sharing with donors and development partners	Design Team GTU of Office of Speaker	May 2009

Agreements Any additional agreements, such as cost sharing agreements, project cooperation agreements signed with NGOs⁴ (where the NGO is designated as the “executing entity”) should be attached.

Annex 2

Terms of Reference **Project CPAP Programme 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 Congress 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 Congress 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 Congress Project.
- Undertake any other responsibilities that may be identified for the POC by UNDP and other project stakeholders.

⁴ 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.

Annex 3

TERMS OF REFERENCE Joint Project Manager

Executing Agency: UNDP

Implementing Partner: Office of the President of the Senate and Office of the Speaker of the House of Delegates, Republic of Palau.

1. Functions / Key Results Expected

The Project Managers will implement the project. They will be working closely with the Office of the President and Speaker of the House of Delegates in implementing the activities outlined in the project work plan and budget. Under the overall guidance of the Project Board and direct supervision of the National Project Directors the project managers will carry out the following.

2. Description of Duties:

3. Prepare the annual/quarterly work plans to deliver project outcomes Strategically plan, coordinate and deliver project outputs as agreed in the annual workplan;
4. Coordinate recruitment and manage all project advisors/consultants and staff including identifying and addressing training needs;
5. Facilitate and coordinate the integration of assistance from UN specialized agencies and other support bodies and agencies in collaboration with the Palau Country Development Manager;
6. Monitor and measure the project's performance, timing and results and manage risk;
7. 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 or Government of the Republic of Palau's financial regulations and rules, policies and guidelines;
8. Advise UNDP on significant policy measures undertaken by the Government of the Republic of Palau which may impact on the project strategy.
9. 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
10. Attend to donor coordination meetings, providing UNDP with any useful information related to the area, as requested

11. Expected results

12. The project managers are 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.

13. Impact of Results

14. The project aims to support Congress fulfil its constitutional role as a legislative, representative, and oversight body through delivery of four key outputs: (i) information services; (ii) provide targeted support to Members of Congress; (iii) Strengthen Law making process; and (iv) and strengthened knowledge of Congress education and community engagement services.

Annex 4

Capacity Assessment for Project Implementation

Support to Palau Congress Project Capacity Assessment Project Implementation Report

Project Title: Support to Palau Congress Project
Name of the Institution: Palau Congress Secretariat
Date of Assessment: 2 April 2009

PART I – REFERENCES AND PRELIMINARY CHECKS

1.1 History and Compliance with International Resolutions/Standards

1.1.1 History

The Constitution of Palau which was adopted following the first Constitutional Convention in 1979 provided for the establishment of the Palau Congress.

1.1.2 United Nations Security Council 1267

This concern the United Nations Security Council 1267 Committee's list of terrorists and terrorist where Transparency International is not a concern for this resolution

1.1.3 Certification

1.2.2 Other partnerships, networks and external relations

After Palau gained independence in 1984 the Palau Congress joined the the Asian Pacific Parliamentary Union (APPU); the Association of Pacific Islands legislation (APIL); and Asia Pacific Parliament Climate and Environmental Development (APPCED).

PART II. ASSESSING NATIONAL INSTITUTION CAPACITY FOR PROJECT MANAGEMENT

2.1 Managerial Capacity –

Ability to plan, monitor and coordinate activities Planning, Monitoring & Evaluation

Yes not involved in congressional work plan; a national master development plan, where all branches of government play a part in national development plan with state plans, OEK get budget from government has to provide appropriation bills; very little room for discretion and audit conducted annually.

Audit is conducted annually and sometimes this is undertaken by the OEK particularly if they are requested to report on expenditures. Performance budget is used and therefore monitoring is conducted with this framework. Money appropriated has to performance based.

2.1.2 Reporting and performance track record

President is required to submit actual budget in April (all budget) & submit to national congress. How much to spend, on what purpose is dictated by the Congress; when president submit budget to the legislature, it conducts all hearings therefore the legislature has control over the budget.

2.2 Technical Capacity

2.2.1 Specialization

The Congress Secretariat has Offices which produce and publish Hansard reports for every congressional session. The Offices of the Chief Clerks possess the technical skills required to implement the project. Short term technical expertise should be sourced from short term consultants where necessary to implement the project activities. The Congress Secretariat has skills and competencies which complement those of UNDP such support staff existing technical capacity within the Office of the Legal Counsel and Chief Clerk for both the Senate and the House of Delegates.

2.2.2 Ability to monitor the technical aspects of the project

The Congress Secretariat uses the performance based budgeting approach which links budget allocation to performance or output based objectives. It is a member of the following parliamentary networks: Asian Pacific Parliamentary Union (APPU); the Association of Pacific Islands legislation (APIL); and Asia Pacific Parliament Climate and Environmental Development (APPCED). The institution maintains its records but the security of records is a concern at present which needs to be addressed possibly though the proposed support to Congress Project.

2.2.3 Human Resources

At present there the Project can be implemented by the Chief Clerks and professional support staff from both Chambers.

PART III. ASSESSING NATIONAL INSTITUTION CAPACITY FOR ADMINISTRATIVE AND FINANCIAL MANAGEMENT

3.1

Administrative

capacity

Ability to provide adequate logistical support and infrastructure

3.1.1 Ability to manage and maintain infrastructure and equipment

The Offices within Congress have access to phone, fax and internet services. But at present the internet and services need to be improved. The Congress building has sufficient space to house the project. The institution has its internal system for maintaining and managing assets and equipment.

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

The Congress has a standard government procedure for procuring goods and services. This involves advertising and recruitment based on competitive bidding. Exemptions or waiver can request for the procurement of goods and services which are less than USD\$5,000.

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

The Congress has and is in a position to issue standard contracts and have access to legal counsel through the Offices of the Legal Counsel for the Senate and the House of Delegates. There are job descriptions for professional staff.

3.2 Financial Capacity

Ability to ensure appropriate management of funds

3.2.1 Financial management and funding resources

The Congress produces an annual budget and submits it to the Executive for review by the Legislature (OEK). Records of expenditure are kept by the Ministry of Finance. Reconciliation is done on a regular basis to ensure financial records are accurately maintained. The Ministry of Finance can be requested to print record of financial statements. The Congress's Budget Officer also keeps record of financial transactions as required by the government's financial rules/regulations. The Budget officer submits request for grants goes to the Ministry of Finance for approval before they release the funds. The Speaker of the House of Delegates and the President of the Senate has to certify payment before they are processed

3.2.2. Accounting System

The Congress uses the Government accounting system since the Ministry of Finance controls and processes payments and verifies the availability of funds.

3.2.3. Knowledge of UNDP financial system

At present there is limited knowledge of ATLAS and as such training should be provided by UNDP to the Chief Clerks and the project support staff to implement the project.

Recommendations

1. Although there is limited understanding of UNDP approach to project management, with the wealth of experience and technical capacity in the Congress Offices it is recommended that the project is nationally executed and the project managers will be the Chief Clerks of the House of Delegates and the Chief Clerk of the Senate.
2. It is recommended that specialized training is provided to the Project Managers on financial and substantive reporting including awareness around reporting templates and requirements.
3. It is recommended that a list of procurement activities to be undertaken by UNDP on behalf of the implementing partner is clearly identified by implementing partner so that appropriate planning and actions are taken for the provision of these support services.

