

Independent Evaluation of the UNDP Papua New Guinea Support to Parliament Project

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*The views expressed in this report are those of the authors and
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Executive Summary

Planning for the PNG Parliamentary Assistance Project began in February 2003 with a Legislative Needs Assessment. From April 2005, UNDP supported a Preparatory Assistance (PA) Phase, during which staff were hired to produce a project plan in consultation with Parliament and to meet some of Parliament's most pressing needs. A full-fledged Project Document was produced and signed by representatives of the Parliament, the PNG Government and UNDP in January 2006, a couple of months before the formal conclusion of the PA Phase.

The Project Document planned a three-year project (2006-2008) budgeted at US\$3,302,000. The major donor was AusAID. The Project was designed to implement an ambitious program of assistance spread over five areas: the Parliamentary Service's systems and processes; the committee system; support for MPs in performing their functions; linkages with provincial legislatures; and linkages to external support.

The main target of the Project's efforts was to be the Parliamentary Service, with more limited help for elected Members. The mode of delivery was primarily through training and advisory services, either directly delivered by the project team (as legal services, research, human resource development, etc) or by outside consultants. Sustainability was envisaged as a better trained parliamentary staff committed to a streamlined, efficient, more functional institution. A relatively large project team was assembled during 2006.

Since the beginning, the Project has been beset by both supply and demand side difficulties. The most serious demand side problem has been the lack of ownership by key Parliamentary Secretariat staff and the Speaker. Between signing and full implementation, there were important personnel changes (the Clerk and Deputy Clerk changed and some critical department heads were removed) and an ongoing restructure started. The Secretariat did not organize itself to maximise Project assistance and services. Additionally, it became apparent that the Speaker's understanding of what he could expect from the project was different from what UNDP would deliver. These and other changes had serious consequences for the capacity of the Project to deliver its program of activities. On the supply side, it is not clear that the most effective skills mix was recruited and linkages established to counterparts. As a result of these challenges, aside from a few activities, little was accomplished between mid-2006 and mid-2007.

The Evaluation Team recommends that the Project needs to be re-thought and relaunched. This process will require the timely infusion of new legislative development expertise into the planning and delivery process and more intensive involvement with the Secretariat leadership. In the short-term, it will be important to capitalize on emerging opportunities for cooperation such as: (i) delivery of an Induction Programme to new members elected in July 2007; (ii) follow-up activities for MPs delivered over the coming session; and (iii) the development of a Corporate Plan for Secretariat development that has the support of the leadership and identifies a program of activities that the Project can deliver.

SUMMARY OF RECOMMENDATIONS

Immediate action:

Recommendation 13: *The current recruitment process to appoint a CTA should be discontinued and a Principal Parliamentary Advisor and a Parliamentary Advisor should be appointed. Draft Terms of Reference for both these posts are at Annex A.*

Recommendation 14: *If the two proposed new Parliamentary Advisors are agreed to, an external assessor should be engaged to provide advice during the appointments process for the Parliamentary Advisor posts. Either videoconference or face-to face interviews should be held, and the final candidate should be brought to PNG to meet their counterpart prior to contracts being issued.*

Recommendation 19: *An interim appointment, until the proposed Parliamentary Advisors are in place, should be made to provide strategic leadership to the Project Team in developing and delivering the immediate follow-up to the induction programme.*

Recommendation 18: *Consideration should be given to requesting short-term staff support from another UNDP project to assist in the preparation and delivery of the Induction Programme.*

Recommendation 39: *The Induction Programme should be used as an opportunity for the Project to demonstrate its usefulness to newly elected MPs and the Parliamentary Service Management. It is vital that there are fast follow-up activities to the Induction Programme in order to bed down the project with new MPs. The Project needs to develop a clear training programme for the next 6 months, which identifies subject matter, dates, partners and target audiences. The Induction Programme is a re-launch opportunity for the project and materials developed for the Induction should also be made available to parliamentary staff.*

Recommendation 2: *A clear outreach strategy for educating MPs about the Project and garnering support for it must be developed as a priority and should be in place by the time of the elections.*

Recommendation 3: *There must be clear communications strategies for internal management relationships, enhancing the relationship with the Speaker and the Parliamentary Service, and building links with potential partners both domestically and internationally.*

Recommendation 15: *The interacting roles of the Project Manager, Senior National Advisor and new Parliamentary Advisors should be clarified to make clear the responsibilities of key management members.*

Recommendation 16: *Vacancies in Project Specialist posts should not be filled until the proposed Parliamentary Advisors have identified needs and required skill mixes.*

Redesign of Project:

Recommendation 1: *A phased redesign should be considered in the mid-term to make the Project Document more realistic, with input from a specialist in parliamentary development best practice and/or the new Parliamentary Advisors proposed in Recommendation 13.*

Recommendation 7: *The Project Team and UNDP should consider the development of a sense of ownership and cooperation on the part of the Parliamentary Service to be among the major goals of the Project. A plan of action be formulated and implemented to increase the sense of ownership on the part of the Clerk and the Service and indicators for evaluating the effectiveness of the Project in developing the sense of ownership be formulated and applied.*

Recommendation 4: *In support of the redesign recommendations in this Evaluation Report, the Project Team will need to assess the baseline for the Project and then develop indicators which are qualitative, quantitative and/or time bound (QQT) and capable of being monitored and include guidance regarding the method(s) for assessing indicators.*

Recommendation 37: *There should be a greater emphasis on providing cross-cutting capacity-building rather than treating the components of the project as standalones.*

Recommendation 41: *Dedicated support to individual committees must be refocused to ensure long term sustainability. Support to committees should be seen as being delivered over the entirety of the Project on an incremental basis. Committees identified for support should include both committees with an explicit oversight function and others with a policy-focused role.*

Recommendation 42: *There should be a focus on the parliamentary aspects of developing and implementing the MTDS and progress towards achieving the MDGs.*

Recommendation 43: *Assistance in the timely publication of Hansard and committee reports should be provided.*

Recommendation 44: *The innovative gender component of the Project should be further developed. Gender needs to be seen as a cross-cutting issue which must be integrated in all components of the Project. Training in gender budgeting and gender impact analysis should be developed for both MPs and the Parliamentary Service.*

Recommendation 45: *The Standing Orders may also be reviewed to integrate gender (and human rights and MDGs achievement) into the oversight process.*

Recommendation 46: *The gender programme should also focus on building the capacity of the National Parliament to reach out to civil society.*

Recommendation 47: *The regional linkages program should focus on developing links with the National Parliament rather than offering stand-alone programs.*

Recommendation 48: *The Research Unit should be seen as providing a proactive service, rather than being merely reactive. The outsourcing of research to local facilities with appropriate expertise should be considered.*

Recommendation 49: *Development of the parliamentary website as an outreach tool should be a greater priority than the provision of an ICT network.*

Recommendation 50: *The current ICT networking programme should be suspended until a full assessment and implementation plan can be made by an ICT specialist with legislative experience. Consideration should be given to the establishment of a secured wireless network rather than a cabled network.*

Recommendation 51: *Consideration should be given to assisting the National Parliament to establish an information office in a later phase of the project.*

Ongoing Project implementation:

Recommendation 12: *Work with the Speaker, Clerk and Deputy Clerk to ensure that key counterparts are identified and agreed upon who the Project team will work with.*

Recommendation 17: *All Project Advisors should be located in offices near their counterparts to promote communication and collaboration.*

Recommendation 36: *The Parliamentary Service Corporate Plan must be developed and implemented by the Parliamentary Service with assistance from the project.*

Recommendation 9: *A combination of formal meetings and more informal communication channels should be developed. Formal meetings should be used sparingly and to affirm decisions discussed informally before hand.*

Recommendation 24: *Ensure that monthly meetings are held with the Project Team and senior parliamentary management, including the Clerk, Deputy Clerk and Division Heads to provide project updates and set monthly priorities..*

Recommendation 25: *Change the membership of the PSC to ensure it properly reflect key parliamentary stakeholders. At the least, PSC membership should explicitly include the Speaker and the Deputy Clerk.*

Recommendation 26: *Ensure that the PSC meets quarterly and ensure that the Project Team works with the Clerk and Deputy Clerk on developing the agendas for those meetings to encourage their meaningful input and ownership of the process.*

Recommendation 27: *Change the membership of the Modernisation Committee to include the Clerk, Deputy Clerk and Director of Administration Services.*

Recommendation 28: *Consider including a representative from parties recognised by the Registrar of Political Parties on the Modernisation Committee membership.*

Recommendation 29: *Clarify the relationship between the PSC and the Modernisation Committee.*

Recommendation 35: *A sustainability plan be articulated for major project activities and the necessary contributions of the Parliamentary Service or appropriate actors be specified and commitments secured prior to implementation of the activity.*

Recommendation 40: *Workshops must be delivered at appropriate levels in order to build capacity. Opportunistic programming should be pursued, but should supplement rather than replace planned programming.*

Recommendation 38: *Linkages should be established with international parliamentary support organizations at an early stage with a view to establishing delivery partnerships.*

Management by the Project Team:

Recommendation 20: *The UNDP Project Team needs to work with parliamentary counterparts when putting together Project Quarterly Reports so that they reflect agreed progress and proposed priorities.*

Recommendation 8: *Better use be made of existing lines of communication within the Project Staff. The Senior National Advisor should provide regular briefings to members of the Project Team on developments in the Parliamentary Service. The PAC Advisor and others working more closely with legislators could also brief the Project Team regularly about what is going on.*

Recommendation 22: *The draft Implementation Matrix attached to the April 2007 Draft Progress Report should be reviewed and reworked as necessary taking into account the recommendations of this Evaluation.*

Recommendation 23: *Document management and record keeping within the Project must be improved.*

Recommendation 34: *The Project Team should report more fully on outputs and report them more systematically under the appropriate project plan headings.*

Management by the UNDP:

Recommendation 30: *Senior level UNDP management needs to engage more closely with senior Parliamentary staff to ensure ongoing commitment to the Project and address key concerns of Parliamentary staff.*

Recommendation 31: *The UNDP CO needs to be work more closely with the Project Team to identify and assist with the management of risk. Where Project reports identify risks, they should be specifically discussed by the UNDP CO with senior Project Team members, and strategies agreed to deal with them.*

Recommendation 10: *The UNDP should proactively monitor relationships and assess Project Team needs, and should then provide assistance as necessary to avoid the development of adversarial relationships. The Project Team should identify those areas where they could use more help to comply with UNDP requirements. The UNDP and Project Team should have more frequent working meetings, to discuss both planning and specific project activity decisions requiring cooperation.*

Recommendation 11: *The UNDP should offer to have more regular meetings with the Speaker and senior management of the Parliamentary Service to ensure they feel their needs are being met and they are being given proper high level attention.*

Recommendation 21: *The UNDP CO should ensure that Quarterly Reports from the Project are submitted on time and to standard and should respond within 2 weeks in writing with comments to Project Team on both Quarterly Reports and proposed Annual or Quarterly Plans.*

Recommendation 32: *When approving expenditures, the UNDP CO needs to focus primarily on assessing the robustness of procurement, rather than querying individual activities. The Project Steering Committee provides a routine opportunity for the UNDP CO to engage in activity-level discussions.*

Recommendation 33: *The UNDP CO should commission an annual audit of the Project's finances.*

Recommendation 5: *The Pacific Centre should provide monitoring and evaluation assistance three times each year.*

Lessons learned

Recommendation 6: *Ensure that the Project Manager is one of the first personnel recruited to promote the establishment of proper systems and an integrated team approach at an early stage in implementation.*

INTRODUCTION

1. The purpose of this country Evaluation is to examine what the Papua New Guinea Parliamentary Support Project (PSP) did, what it achieved, and the reasons for these things. These findings, in turn, will form the basis for recommendations to shape decision making about the configuration of efforts in the future. This Report should be read in conjunction with the separate Multi-Country Reflection on Parliamentary Support Projects which reflects on the good practices and lessons learned from the evaluation of all four of the UNDP's PSPs (in Fiji, Solomon Islands, Papua New Guinea and Marshall Islands) and draws more general conclusions from the greater variation among the cases. That Report can be used to inform subsequent decisions about legislative development in the region and elsewhere.

BRIEF HISTORY OF THE PROJECT

2. Papua New Guinea is an ethnically diverse country of over 5 million people speaking 837 languages, spread over 461,490 square kilometres of some of the most rugged topographies in the world. The government structure is based on the Westminster system in which Parliament elects the Prime Minister. The government chooses ministers from among the MPs. Like many other Pacific states, the political system is characterized by executive dominance and legislatures lacking in support for performing law making, oversight and representational functions.
3. Preliminary work on what developed into the UNDP Papua New Guinea Parliamentary Support Project began with a Legislative Needs Assessment (LNA) conducted in February of 2003.¹ The assessment team, which included a respected former Speaker, found few members attending sessions, weak and numerous party structures, and serious problems at the committee level and elsewhere. From April 2005 to December 2005, UNDP supported a Preparatory Assistance Phase with the objective of producing a project plan and meeting some of the Parliamentary Service's more urgent needs.²
4. A full-fledged 3-year project document was produced by January 2006. The Project Preparatory Assistance Phase Final Report credits an active steering committee and the support of the Clerk of Parliament and the Director of Administration for what they considered rapid progress. The Department of National Planning and Monitoring Speaker, Clerk, and UNDP Resident Representative all signed off on the Project Document in January 2006.³ The Project Document envisioned a project running from 2006 to 2008, with a total budget of \$3,302,000 USD. A major donor to the effort is AusAID.
5. The Project envisioned a very ambitious program of assistance spread over five areas: parliamentary service's systems and processes, the committee system,

¹ Henry Okole, Bernard Narokobi, Quinton Clements (2003) *Legislative Needs Assessment Report: National Parliament of Papua New Guinea*, February 2003.

² Minutes of Project Steering Committee, 1/06. The document includes the "Final Report of the Preparatory Assistance Phase."

³ UNDP (2006) Parliamentary Support Project Document.

support for MPs in performing their functions, linkages with provincial legislatures, and linkages to external support. These efforts primarily took the form of support to the Parliamentary Service (and through them greater help for members, particularly those on committees) with less direct assistance going to members (except for a subsequently planned induction).⁴ The major delivery system was going to be training and advisory services, either directly delivered by the Project Team (in legal services, research, human resource development, etc) or by outside experts brought in for specific purposes. Sustainability was to be achieved through a better trained parliamentary staff, with enhanced capacities to do their jobs in the future.

6. The transition between the Preparatory Assistance (PA) Phase and the new Project occurred from around March 2006. There were some personnel changes during these months. The initial Chief Technical Advisor departed in March 2006, while the Senior National Advisor left near the end of the the PA Phase but rejoined when the successor Project was created. New staff were recruited over time, with the Project Manager only being recruited in December 2006. A relatively large staff has now been put into place. During 2006, it was decided to recruit a Chief Technical Advisor, but this position remains vacant.
7. Between the commencement of implementation after the signing of the Project Document and the time of the Evaluation, the Project has been beset with serious implementation challenges, which have resulted in relatively limited progress toward the achievement of its goals. While the Project Team has brought staff on board, they have had difficulty identifying counterparts which has limited their outputs. Relations between the Project and Parliament have been poor. It is understood that differences between the Speaker and the Project (and by extension the UNDP) over what and how Project funds should be used to support IT produced a temporary expulsion of the Project from Parliament in 2006.
8. Presently, Project efforts are focused on planning an Induction Programme for new members to follow the July 2007 elections. It is understood that the Induction Programme will be organised by the Deputy Clerk in collaboration with the Centre for Democratic Institutions, with support from the Project.

PLANNING AND DESIGN

Project Design

9. The Project Design was developed following a Legislative Needs Analysis (LNA) conducted in 2003. The LNA made 40 recommendations in respect of revisions to Organic Law and Standing Orders, public outreach, the legislative process, strengthening the National Parliament's oversight role and the representation of women.

⁴ The manager of this planning effort characterized the approach as a "traditional support model" to the Secretariat. Later, in commenting on a draft of this report, he expressed misgivings about the appropriateness of the approach because of what he perceived to be the highly politicized state of the Secretariat.

10. The overarching outcome of the Project Document is described as “Governance capacity built to improve more accountable and efficient policies and strategies due to a strengthened National Parliament”. It is unfortunate that the goal of the Project was so generally defined and does not articulate how the Project will contribute to the Government’s own national development goals and UNDP’s poverty reduction mandate.⁵ There has been some suggestion that the omission of poverty reduction goals was due to a lack of parliamentary support for such goals at the time the Project was finalised. It was stated that “the political environment in Parliament has not responded to the proposed recommendations on the issue of poverty reduction by the Project during and at the end of PA phase”.⁶
11. The Project Design focuses targeted support to 6 core components:
- Component 1: Improved delivery of Parliamentary Services (PS) in the areas of Information Technology Communication (ITC), donor coordination, transparency and accountability to better serve the Parliamentarians fulfilling their legislative, oversight and representational roles.
 - Component 2: Reinforced Members of Parliament (MP) capacities to execute their legislative, oversight and representational roles.
 - Component 3: Reinforced democratic procedures through improved national-provincial linkage.
 - Component 4: Strengthened accountability and transparency in the National Parliament’s collaboration with external bodies
 - Component 5: Strengthened capacity of the Parliamentary Committees to contribute to Parliament exercising its legislative and oversight roles.
 - Component 6: Strengthening the Parliamentary Service
12. Decisions concerning which components should be included and the way in which they have been prioritized, together with the confused structure of the Results and Resources Framework clearly indicate that the Preparatory Assistance Phase would have benefited from the inputs of a specialist with broad experience of contemporary parliamentary development best practices across a range of developing countries. In particular, the output targets are unrealistically ambitious and need to be scaled back if the Project is to succeed.
13. There should be a greater emphasis on providing cross-cutting capacity-building rather than treating the components of the Project as stand-alones. For example, strengthening committees requires work with both MPs and parliamentary staff together with building the administrative and logistical capability of the Parliamentary Service. ICT should not be seen as an objective in itself but as a means of supporting the key objectives of the Project.

⁵ According to Parliament’s Director of Administrative Services, in his comments on a draft of this report, the general statement of Project goals was a recognition of the fluid environment in which the Project was supposed to operate. He wrote: “The ever-changing requirement of the Parliamentary Service is a direct consequence of the Members changing requirements, making it impossible to specifically define the goals of the Project... Such a situation allows for political sensitivities to be catered for.... A specific definition of the Project’s goals would restrict the Project from implementing certain requirements of the Parliamentary Service and the Members and this could cause disharmony amongst the Members towards the Project. This is a situation that should be avoided at all cost.”

⁶ PSP Team comments on draft PNG Parliamentary Support Project Evaluation Report.

14. There appears to be an assumption in the Project Design that MPs will automatically become aware of the Project and will want to utilize the resources that it offers. This is not necessarily logical. Consequently, a more general omission from the Project Document is a requirement for effective communication strategies to be designed and implemented in respect of the Project and MPs. It is crucial that MPs, and especially those who are newly elected, be engaged with and helped to see how the Project can benefit them individually as well as collectively.

Recommendation 1: *A phased redesign should be considered in the mid-term to make the Project Document more realistic, with input from a specialist in parliamentary development best practice and/or the new Parliamentary Advisors proposed in Recommendation 13.*

Recommendation 2: *A clear outreach strategy for educating MPs about the Project and garnering support for it must be developed as a priority and should be in place by the time of the elections.*

Recommendation 3: *There must be clear communications strategies for internal management relationships, enhancing the relationship with the Speaker and the Parliamentary Service, and building links with potential partners both domestically and internationally.*

Monitoring and evaluation framework

15. The Results and Resources Framework (RRF) does not set out a monitoring and evaluation framework for the Project, although it purports to include some basic outcome indicators. However, these are more in the form of outcomes, than indicators. The Signature Page of the document also sets out some indicators. However, these are not explicitly tied to specific outputs or outcomes. It is not clear where the indicators are drawn from. The indicators are very variable in terms of their specificity. For example, the first indicator is stated to be “Perceived improvement of the PS by both MPs and Staff”, whereas another indicator is “3-year PS plan with accompanying fiscal requirements”. Notably, the latter is not an indicator but an output. No means of verification is included and no baseline is referenced.

16. Part IV of the Project Document states that “the identification of measurable benchmarks for each of the five intended outputs will be one of the first activities of the fully fledged project and will be approved by the Steering Committee”. No monitoring framework has yet been developed for the Project. It is extremely problematic that the Project Document itself did not include a baseline and was approved by the UNDP without a monitoring and evaluation framework. In particular, this is surprising considering that the Project Document was developed during a year of Preparatory Assistance during which time the Project personnel were working closely with parliamentary staff. It is not clear why a baseline assessment of Parliamentary was not done during the PA Phase. In fact, the Evaluation Team would have assumed that this would have been one of the priority activities for the PA Phase, in order for the Project designer to have sufficient information with which to design a project.

17. Indicators for the Project along with means of verification should have been included in the Results and Resource Framework itself. It is understood that the Project Team is now waiting for their proposed Implementation Matrix to be approved before developing an M&E plan. Nonetheless, more than one year into the Project, it is troubling that an M&E plan has still not been developed. Taking into account the fact that this Evaluation Report makes substantial recommendations supporting a major redesign of the Project, it may now be more efficient to wait for the redesign and integrate a proper monitoring and evaluation framework into the Project at that time. The UNDP Pacific Centre Legislative Strengthening Expert could be integrated into the monitoring framework that is developed, to provide additional monitoring resources in support of the Project.

Recommendation 4: In support of the redesign recommendations in this Evaluation Report, the Project Team will need to assess the baseline for the Project and then develop indicators which are qualitative, quantitative and/or time bound (QQT) and capable of being monitored and include guidance regarding the method(s) for assessing indicators.

Recommendation 5: The Pacific Centre should provide monitoring and evaluation assistance three times each year.

PROJECT MANAGEMENT

Project management

18. The implementation phase is the point at which a number of critical problems emerged. In addition to the usual problems of implementation - coordinating money, people, and activities - there appears to have been an unraveling of the consensus that underpinned the original Project Document. As expected, the implementation period involved putting together and running the apparatus for the delivery of training and other knowledge based approaches. But it also involved trying to create substitutes for a commitment to a common plan of action (see paragraph 20-22 below for more on local ownership). The design process assumed that agreement was in place at the point that implementation would begin. Specifically, the Legislative Needs Assessment was expected to identify the areas that had to be addressed, the participatory planning process (involving the Speaker and the Clerk, Planning project staff, UNDP and other donors) was supposed to address the common and divergent concerns of the participants, and the Project Document was supposed to represent an agreement of the parties on what was supposed to be done and what the parties committed to providing (money, access, expertise marshaled in a series of activities to achieve agreed upon goals). Instead, the Project Team faced deficits in host country ownership, and problems getting access to the people and places where they were supposed to do their work. These management obstacles were complicated further by problems in the management structure.

19. When the Project itself commenced in early 2006, the Chief Technical Advisor left, but the Senior National Advisor remained, as did the National Researcher/Trainer. An advisor to the Public Accounts Committee (who it is understood was being paid by AusAID) was also apparently incorporated into the Project Team, although it is not clear that this happened in any more than a financial way. The remainder of the Project Team was mainly assembled over the

second half of 2006 and activities were expected to commence shortly after. However, a number of interviewees criticized the fact that the recruitment process was somewhat protracted, with the time between interviews and hiring of the Project Manager and other positions often taking months. In particular, the Project Manager only came on board in late 2006. It is understood that this has substantially slowed down the implementation of Project management systems and oversight mechanisms. It also appears to have undermined the development of a team-based strategic approach to implementation. Reporting and the development of a comprehensive annual work plan was also adversely affected by the delay in recruiting a Project Manager.

Recommendation 6: Ensure that the Project Manager is one of the first personnel recruited to promote the establishment of proper systems and an integrated team approach at an early stage in implementation.

Support and Ownership

20. The term of the last Clerk, a signatory to the Project, ended in March 2006. His participation was cited as important in speeding the agreement process along during project design. According to one participant, the Speaker had decided during the planning stage that the Project should not deal directly with the leaders of the Parliamentary Service, and would instead work with the Director of Administrative Services, the designee of the old Clerk. Whatever the reasons, the new Parliamentary Service leadership did not have much contact with Project planning or operations prior to the assumption of their new offices. The new Clerk advised the Evaluation Team that he had not been involved with the Project planning process when he was the Deputy Clerk and had, instead, been concentrating on his obligations to run the Chamber side of the Parliamentary Service. The new Deputy Clerk, to whom the Clerk has assigned Project liaison activities, was similarly not involved with the Project in its design phase. While both expressed desires to have assistance in strengthening the Service, neither saw how the Project was currently doing or would do that job.
21. Another important PNG Parliamentary stakeholder is the Speaker. While the Speaker has not changed since the Project Document was concluded, his commitment to the initial project seems to have diminished. It is understood that the Speaker and the UNDP have disagreed over what the Project should do in the area of IT. It is understood that the Speaker and other parliamentary stakeholders (including the chair of the Public Accounts Committee) have also had disagreements with the Project on other matters. At one stage, the Project was asked to move out from the parliamentary building because of these disagreements. The Speaker has also made a decision not to fill some currently vacant positions in the Parliamentary Service, and this decision has had implications in terms of a lack of counterparts for Project personnel.
22. The Parliamentary Service political and administrative leadership have not organized themselves to support the Project, nor have they created the structures necessary to maximise Project training help. A range of interviewees cited the absence of a sense of local ownership and engagement as a significant impediment to Project implementation. Presently, there are a number of strategies under way to try to either increase the sense of ownership or substitute for deficiencies in it.

23. The delivery of assistance required a structure of counterparts with whom the Project team would work. It was in this area that Project implementation met one of its most significant challenges. In this Project, as in all parliamentary service assistance projects, what was required was “sustained critical support from the PS [Parliamentary Service].”⁷ That support has not materialized during what is now approaching the first full year of project operations.
24. The Project appears to be trying three strategies that will connect what they offer (training and advisory services), to a receptive set of Parliamentary Service and other participants, and a plan that will receive donors support (by meeting the requirements of UNDP and AusAID). In addition, the donors are also pursuing their own remedies. The three strategies are: (1) a “targets of opportunity” strategy; (2) an induction centered strategy; and (3) a corporate plan as a new basis of agreement.
25. Under the targets of opportunity strategy, ownership is expected to develop incrementally in response to having particular needs met. This strategy identifies specific needs that can be filled without comprehensive clearance. For example, the Gender Advisor promotes workshops on topical issues with willing participants (although outside the National Parliament). The hope is that these specific activities will promote goodwill, and help to produce incremental movement toward the larger goals. The risks include the possibility of dispersion of efforts with few chances for sustainability.
26. In the “Induction as a new beginning” strategy, greater ownership is expected to follow from providing new MPs with a major Induction Programme following their elections, which will at the same time expose them to the services offered by the Project. The July 2007 elections are expected to signal a large turnover among members (at least 70% were new MPs after the last election). The Induction Programme will take place in a set window of dates (that can be planned for) and it is desired by the MPs and the Parliamentary Service, who acknowledge the usefulness of outside support for this activity. This activity would constitute a new opportunity for a closer relationship with the Service and a chance to introduce new members to Project services (in research, legal drafting, gender, etc.). The risk is that the Clerk has a clear conception of who should run the induction (the Deputy Clerk and the Centre for Democratic Institutions) and a too vigorous push to run the Programme could upset a fragile relationship.
27. Presently, the Project has supported a corporate plan development process for the Parliamentary Service through the hiring of a Human Resources Consultant in early 2006. The hope is that the Clerk will take ownership of that plan — for the development of the Parliamentary Service and personnel — and that the Project will assist in its implementation. The Corporate Plan will then contribute to the development of an updated Project framework for the provision of assistance, and will constitute a basis for mutual ownership and cooperation. The risk is that the Clerk and others will not take ownership because they have only been peripherally involved in the initial Corporate Plan formulation process.

⁷ Project Review and Work plan for 2007, p. 20.

28. UNDP and donors are also attempting to deal with the ownership issue by placing more emphasis on the formulation of effective work plans and efforts to make improvements in the delivery system offered by the Project. This approach assumes that current conditions still favour implementation but the Project must be more proactive in identifying and exploiting opportunities. The means to get the Project to do this appears to be to require more effective annual and quarterly planning. Donors and UNDP appear to favour a more active approach to Project oversight in which plans and activities are more carefully scrutinized and justifications made more explicit. Additionally, there is the expectation that the Project could benefit from a more strategic and pro-active management approach through the recruitment of a Chief Technical Advisor (see the Future Programming section for more on this issue).
29. Each of the above approaches holds real promise but also involves risks. A more intensive work plan formulation and oversight monitoring process has some risks: (1) expected PS participation in the work plan approval process may not be very engaged (because their concern is less with means than results); (2) putting pressure on the Project to more effectively plan may increase their motivation, but is no guarantee of results if they lack the capacity to do it;⁸ (3) more active oversight may lead to an adversarial relationship between the Project and donors; (4) more proactive management does not deal with the problem of needing a program of activities that are capable of generating stakeholder support if they are to have a good chance of occurring.

Recommendation 7: The Project Team and UNDP should consider the development of a sense of ownership and cooperation on the part of the Parliamentary Service to be among the major goals of the Project. A plan of action be formulated and implemented to increase the sense of ownership on the part of the Clerk and the Service and indicators for evaluating the effectiveness of the Project in developing this sense of ownership be formulated and applied.

Communication

30. The Evaluation Team has observed communication problems at three levels. First, internal Project team communications. There is considerable variation in the degree to which team members are aware of what their colleagues are doing and the sense of identification they feel to the enterprise as a whole. For example, the Public Accounts Committee consultant does not feel he is part of the Project because he has effectively no interaction with it. The two UNVs— Legal Researcher and Legislative Drafter —have varied in their relationship, but neither believes they are performing the jobs that the Project had intended they do. There are, in addition, communication gaps between the Project Manager and Senior National Advisor. The latter attends many meetings without the chance for the other to participate (either because the invitation is not extended, or for strategic reasons). Better communications with the PAC consultant who says he needs help and other under-utilized Project staff could produce better use of Project resources.

⁸ In the Solomon Islands, for example, emphasis on missing targets and vigorous oversight produced “a lot of paper responses,” from the then-Project Manager, but relatively little improvement in results. The problem in that case, the evaluation team believes, was because she was not as lacking in motivation as in capacity.

31. Second, there is the issue of intra-Parliamentary communications. There appears to be very little communication between the Project as a whole and their Parliamentary counterparts. The Project Manager has never met with the Clerk. In only one of the Evaluation Team's interviews with the Parliamentary staff leadership did an interviewee cite specific activities that he was familiar with that had been done by the Project. While activities have not been numerous, the Project has done a number of things for the parliamentary staff (see the Project Activities and Achievements section below). For now, it appears that neither the culture nor the state of relationships will support a full regimen of weekly and monthly meetings, so that whatever communication strategy is developed will need to consider the causes for the current poor state of intra-parliamentary dialogue.
32. Third, communication between the participants as a whole (project, parliamentary leadership and donors) has been difficult. A major meeting between UNDP and the Speaker was precipitated by the Speaker's decision to ask the Project to leave their parliamentary offices. Some of the formal means used to facilitate communications (quarterly meetings and other gatherings) appear to have been perceived as unnecessary or troublesome by some stakeholders, rather than as opportunities to exchange opinions and to shape common decisions. The relations between the Project and UNDP (and AusAid) have also been tested by the strategy of more intensive scrutiny of the work plan and oversight processes.

Recommendation 8: Better use be made of existing lines of communication within the Project Staff. The Senior National Advisor should provide regular briefings to members of the Project Team on developments in the Parliamentary Service. The PAC Advisor and others working more closely with legislators could also brief the Project Team regularly about what is going on.

Recommendation 9: A combination of formal meetings and more informal communication channels should be developed. Formal meetings should be used sparingly and to affirm decisions discussed informally before hand.

Recommendation 10: The UNDP should proactively monitor relationships and assess Project Team needs, and should then provide assistance as necessary to avoid the development of adversarial relationships. The Project Team should identify those areas where they could use more help to comply with UNDP requirements. The UNDP and Project Team should have more frequent working meetings, to discuss both planning and specific project activity decisions requiring cooperation.

Recommendation 11: The UNDP should offer to have more regular meetings with the Speaker and senior management of the Parliamentary Service to ensure they feel their needs are being met and they are being given proper high level attention.

Human resources

33. During the implementation period, there have been changes in key counterpart staff in the Parliamentary Service. The Clerk and Deputy Clerk have changed. The Directors of the Committee Secretariat and Inter-Parliamentary Relations were both suspended at different times, and while they have returned they do not exercise the authority of their formal positions – indeed the latter post is in the process of being abolished. The Director of Administrative Services has also had

his powers substantially reduced. The Parliamentary Counsel is also serving on an acting basis. There are continuing vacancies in the research and legal sections, staff shortages in IT, and the future of inter-parliamentary affairs is uncertain. Key potential counterparts continue to be unfilled, because it is understood that the Speaker imposed a hiring ban and/or because decisions about their future are pending. There is also a reorganization of the Service underway, which has meant that key participants - including the Director of Administration and Human Resources Manager - are operating in an uncertain environment of authority and future plans. The lack of counterparts has been a significant problem for the Project team, as there is a mismatch between the capacity-building mandate of the team and the lack of counterparts whose capacity can be built. While some specific activities have been undertaken, they are at the margins of Project plans or have been stopped short achievement by pending decisions.

Recommendation 12: Work with the Speaker, Clerk and Deputy Clerk to ensure that key counterparts are identified and agreed upon who the Project team will work with.

34. The Project Manager has direct responsibility for the Project with a recruitment process currently underway for a Chief Technical Advisor (CTA) to assist in strategic project management. However, one of the weaknesses of the current structure is that there are no effective counterparts to the two key members of the Parliamentary Service who will be required to lead on implementing many of the project's outputs – namely, the Deputy Clerk and Director of Administrative Services. Additionally, it is highly unlikely that any one technical advisor can be found who will have the requisite knowledge of both procedural issues and parliamentary administration, combined with contemporary experience of best practice in developing parliaments. A more appropriate, realistic advisor structure would involve the appointment of a:
- Principal Parliamentary Advisor who would provide technical strategic leadership to the project team and be the focal point for work in support of the Parliamentary Service's Chamber Services; and
 - Parliamentary Advisor who would be the focal point for work in support of the Parliamentary Service's Administrative Services, as well as providing support to the Project Manager.
35. If it is decided to recruit new technical advisors, taking into account the fact that the Project currently lacks the necessary comparative parliamentary experience, the UNDP CO could consider engaging an external assessor to prioritize applications for the two Parliamentary Advisor posts and provide advice to the interview panel. This would strengthen the rigour of the selection process and ensure that candidates have sufficient technical expertise to discharge their functions. Ideally, the parliamentary counterparts who will be supported by the relevant advisor should be on the Selection Panel. Consideration could be given to bringing short-listed candidates to Port Moresby to meet counterparts and to assess their performance in the local context before they are contracted. If this is not possible, consideration should be given to conducting the final interviews by video conference and to meeting the preferred candidate in-country prior to contracts being issued.

Recommendation 13: The current recruitment process to appoint a CTA should be discontinued and a Principal Parliamentary Advisor and a Parliamentary Advisor should be appointed. Draft Terms of Reference for both these posts are at Annex A.

Recommendation 14: If the two proposed new Parliamentary Advisors are agreed to, an external assessor should be engaged to provide advice during the appointments process for the Parliamentary Advisor posts. Either videoconference or face-to-face interviews should be held, and the final candidate should be brought to PNG to meet their counterpart prior to contracts being issued.

36. The current staffing structure envisages a relatively large number of permanent Project staff, together with specialists being drawn in on short-term consultancies for time-limited tasks. If the recommendation to appoint the Parliamentary Advisor's is accepted, it will be necessary to clarify the key role of the Project Manager. The Senior National Advisor's additional role of providing general political briefings to the UNDP CO should also be clarified to prevent misunderstandings about the nature of that relationship by the Project team. Parliamentary Advisors will need to make an early assessment of the suitability of the current deployment of Project Specialists. At this stage in the Project, it would appear that more effective identification of parliamentary needs, counterparts and skill mixes is required if the maximum benefit is to be obtained from UNVs and short-term consultancies.

Recommendation 15: The interacting roles of the Project Manager, Senior National Advisor and new Parliamentary Advisors should be clarified to make clear the responsibilities of key management members.

Recommendation 16: Vacancies in Project Specialist posts should not be filled until the proposed Parliamentary Advisors have first identified needs and required skill mixes.

Recommendation 17: All Project Advisors should be located in offices near their counterparts to promote communication and collaboration.

37. As it is highly unlikely that further appointments will be made in time for individuals to take up posts before the Induction Programme planned for August 2007, consideration should be given to how best the Project can provide support to the Induction Programme and, at the same time, develop the immediate follow-up to the Induction in the period up to the end of 2007. The most effective way to do this is likely to be a short-term appointment of a parliamentary specialist from within the region who can work with the Project Manager and Senior National Advisor until the Parliamentary Advisors take up post.

38. As there is already considerable induction programme experience within the other UNDP parliamentary support projects in the region, it would be beneficial to have one or more members of other UNDP parliamentary project staff seconded to assist the Project Team to support the delivery of the Induction Programme. This was successfully done in the case of the Fijian Induction Programme, where the Solomon Islands Project Manager and several graduate trainees assisted in the administration of the Fiji programme. The Fiji Project team have also recently provided similar assistance in support of the Pacific Parliamentary Assembly on Population and Development in Samoa. In this case, it may be possible that the

Fiji Project (i.e. the Project Manager and members of the graduate trainee staff) may have the capacity to offer timely assistance at minimal cost to the Project.⁹

Recommendation 18: Consideration should be given to requesting short-term staff support from another UNDP project to assist in the preparation and delivery of the Induction Programme.

Recommendation 19: An interim appointment, until the proposed Parliamentary Advisors are in place, should be made to provide strategic leadership to the Project Team in developing and delivering the immediate follow-up to the induction programme.

Oversight

39. The Project Document identifies that project oversight will be managed through a surprisingly wide variety of mechanisms:

- Meetings
 - Regular meetings, at least monthly with the Clerk to review the Project's progress and in general orient the decision-making process;
 - A Project Steering Committee (PSC), chaired by the Clerk and convened quarterly by the Project Manager (or more as needs be), to provide the political guidance, to be in charge of oversight of the Project and to be the final decision-making body of the Project. Bi-annually the PSC is to review the progress of the previous six months to adjust the work plan accordingly;
 - A Modernization Committee, chaired by the Director of Administrative Services, to meet monthly to provide hands-on political, operational and programming guidance to the Project and to be responsible for clearing all written reports for the Steering Committee and the Speaker;
 - Tripartite Review meetings in mid-2007, post elections and three months before the completion of the Project.
- Reports
 - Quarterly progress reports, describing the progress of the project activities, financial statement, obstacles encountered and how they were resolved and/ or to be solved, and lesson learned.
 - Progress and financial report, to be submitted to the House Committee via the Clerk's Office for each sitting and to the Project Steering Committee and to the UNDP;
 - Annual work plans for the upcoming year, to be submitted to the Steering Committee for approval;

Reporting obligations

40. It appears that the quarterly reports required under the Project Document have been cut back to 6-monthly reports. In a challenging project environment such as PNG, this seems surprising. More timely and regular reporting would have been expected from the Project so that senior parliamentary management and the UNDP CO can monitor progress more closely. Additionally, it is not clear what

⁹ Between the initial drafting of this Evaluation Report and the final revision, it is understood that the Fiji Project Manager has been brought in to assist in the planning of the PNG Induction Programme. The more general point, the usefulness of drawing on existing UNDP project expertise from elsewhere, remains valid.

the current progress reports are being used for. The October 2006 Progress Report and draft April 2007 Progress Report show limited progress, but it is not clear what action the UNDP CO does or is expected to take on receiving reports. Ideally, the UNDP CO should respond to the Project Team directly (in writing and face-to-face) in respect of the Quarterly Reports within a couple of weeks, taking into account that some delay may result from the UNDP CO consulting with Project donors and other stakeholders prior to responding to Project submissions. A more streamlined feedback process would give better guidance to the Project Team.

41. The Project Document requires an annual plan to be submitted to the Project Steering Committee. However, the only project reporting documents produced to date are the October 2006 Progress Report and draft April 2007 Progress Report mentioned above. The 2000 Progress Report attaches a proposed annual plan. The Draft 2007 Progress Report attaches an Implementation Matrix purporting to set out the Project Team's activities for the year. It is not clear what consultation process was used when developing the Implementation Matrix. It is important that work plans are developed through consultative and participatory processes with parliamentary stakeholders. It is also essential that Project documents are produced in a timely manner so that the UNDP CO has updated information on which to base management decisions.
42. Once work plans and reports are submitted to the UNDP CO it is not clear what the feedback process is. While the Project Steering Committee is responsible for final approval of work plans, a formal meeting process is not an appropriate forum to discuss activities in detail. The UNDP CO needs to be more proactive in reviewing work plans to ensure they are feasible and in accordance with UNDP's priorities. Such feedback should then be provided to the Project Team at an early stage so that when the final documents are submitted to the PSC for consideration, they are of a suitable standard.
43. It is important that all documents produced by the Project Team, both in terms of progress reporting and substantive outputs (e.g. parliamentary manuals, short-term advisor reports, workshop reports, etc), are properly saved and stored by the Project Team. Over the course of the Project, considerable documentation will be produced and it is essential that all a proper information management system is in place to ensure Project documents can be accessed over time.

Recommendation 20: The UNDP Project Team needs to work with parliamentary counterparts when putting together Project Quarterly Reports so that they reflect agreed progress and proposed priorities.

Recommendation 21: The UNDP CO should ensure that Quarterly Reports from the Project are submitted on time and to standard and should respond within 2 weeks in writing with comments to Project Team on both Quarterly Reports and proposed Annual or Quarterly Plans.

Recommendation 22: The draft Implementation Matrix attached to the April 2007 Draft Progress Report should be reviewed and reworked as necessary taking into account the recommendations of this Evaluation.

Recommendation 23: Document management and record keeping within the Project must be improved.

Management meetings

44. It is extremely problematic that the various meeting mechanisms which were supposed to bring together key stakeholders to regularly discuss the Project and ensure that communication lines were kept open do not seem to have been implemented. While in an ideal situation, strong counterpart relations often make meetings redundant, in a complex situation with multiple stakeholders such as PNG, meetings were a key opportunity to bring together key actors to agree on strategic direction, activities and work approaches. Monthly in-house meetings were supposed to have been held but it is not clear that they have been. In future, it would be useful for the Project Team to have regular meetings, ideally chaired by the Clerk or Deputy Clerk and to which all Division Heads will be invited. Division Heads and above constitute the management core of the Parliamentary Service and need to be brought into Project planning and implementation processes.¹⁰ Meetings should brief all parties on progress and set monthly priorities.

Recommendation 24: Ensure that monthly meetings are held with the Project Team and senior parliamentary management, including the Clerk, Deputy Clerk and Division Heads to provide Project updates and set monthly priorities.

45. The Project Steering Committee which was supposed to meet quarterly to provide oversight of the Project has met only twice since the Project's inception. The PSC met more regularly during the Preparatory Assistance phase, but since the actual Project commenced there has only been one PSC Meeting to close out the Preparatory Assistance phase and one PSC meeting in November 2006. The minutes for the November meeting are not available which made it difficult for the Evaluation Team to assess its effectiveness. In any case, the UNDP CO needs to be more proactive in making sure that regular quarterly PSC meetings are held, as the PSC meetings provide a key opportunity for the UNDP to meet with key stakeholders in Parliament to work with them to ensure that the Project is meeting their needs.

46. The members of the PSC are the Clerk of the Parliament and/or Director of Administration Services, Chairperson of the House Committee, a representative from senior DNPRD Management, UNDP Deputy Resident Representative, major donors, Project Manager and Chief Technical Advisor.¹¹ It is not entirely clear how the members of the PSC were chosen. At this stage of implementation, they do not appear to represent all of the most important stakeholders in the Project. For example, the Speaker is not specifically included in the PSC, though presumably the Clerk is intended to represent the Speaker. The Deputy Clerk, who is head of Chamber Services, is also not represented..

¹⁰ The Evaluation Team met with two Division Heads, in addition to the Clerk and Deputy Clerk and those Division Heads indicated that they knew little about the Project and the advisory services and support it could provide, but they would be interested in finding out more and would attend meetings to that end.

¹¹ DNPRD is UNDP's main counterpart and sits on all UNDP project boards/steering committees. This is a consequence of UNDP's standard basic agreement with the Government of PNG.

Recommendation 25: Change the membership of the PSC to ensure it properly reflect key parliamentary stakeholders. At the least, PSC membership should explicitly include the Speaker and the Deputy Clerk.

Recommendation 26: Ensure that the PSC meets quarterly and ensure that the Project Team works with the Clerk and Deputy Clerk on developing the agendas for those meetings to encourage their meaningful input and ownership of the process.

47. The Modernization Committee has not met at all. The Committee is supposed to be composed of the Director of Administrative Services (the Chair), an MP designated by the Speaker, an MP designated by the Government, an MP designated by the leader of the Opposition, UNDP's Programme Manager and the Project Manager. Taking into account the Registrar of Political Parties views on strengthening the role of political parties in the PNG parliamentary system, it may be worth considering bringing parliamentary representatives of political parties into the Modernization Committee. This would strengthen ownership of the Project by MPs across a greater cross-section of MPs. Considering the large number of political parties recognised by the Registrar, some formula or criteria may need to be developed to reduce the number of parties invited onto the Modernisation Committee. The stated purpose of the Committee is to provide hands-on political, operational and programming guidance to the Project and to clear all Project reports. It is not clear to the Evaluation Team why the Committee does not appear to include any senior Parliamentary Service officers. If the Clerk and senior parliamentary staff are to own the recommendations of the MPs which they serve, they need to be invited to the Committee to participate in discussions about the strategic priorities of the Project and its progress.

48. There is supposed to be a TPR in mid-2007 but it appears that because the PSC has been meeting so irregularly, it has become a de facto TPR forum. Ideally, over time the Project should try to move back to original the oversight and meeting requirements in the Project Document as discussed above, but until PSC meetings are held more regularly, it does not appear that there will be much value added in holding anticipated TPRs at this stage.

Recommendation 27: Change the membership of the Modernisation Committee to include the Clerk, Deputy Clerk and Director of Administration Services.

Recommendation 28: Consider including a representative from parties recognised by the Registrar of Political Parties on the Modernisation Committee membership.

Recommendation 29: Clarify the relationship between the PSC and the Modernisation Committee.

Risk management

49. The Project Document specifically identifies 4 key risks to the project, namely, (i) political sensitivity and critical support; (ii) valid restructuring of the Parliamentary Service already underway; (iii) financial commitment for sustainability; and (iv) an internal tradition of sovereign autonomy. The Project attempted to integrate risk management strategies into the Project Document. However, it is unfortunate that many of these strategies were not actually implemented. For example, changing personnel at the very senior management levels was to be managed by keeping in a close consultative relationship with the

Speaker, Clerk and Deputy Clerk, but it appears that many of the meetings which were supposed to assist in this regard were not convened, and only the Senior National Advisor was positioned to attempt to manage these relationships. Likewise, respect for Parliament’s sovereignty and senior buy-in was to be supported by keeping the Speaker and House Committee informed via regular and specific reports to the Clerk’s Office, but this does not appear to have happened.

50. The Project March-October 2006 Progress Report and the November-April 2007 Draft Progress Report both include specific discussions on risk management. This is positive. Notably however, more could be done by the UNDP CO to support the Project to proactively manage the risks identified. In an area as politically sensitive as parliamentary support, it is inevitable that there will be high level political risks that will need to be managed. One of UNDP’s key strengths is its ability to play a role in assisting Projects to deal with issues which would benefit from high level engagement with national stakeholders, such as the Speaker, Clerk and Deputy Clerk. The UNDP CO needs to be more proactive and pre-emptive in managing relationships with key players. To expect the Senior National Advisor to be responsible for managing all such risks alone is too much to expect of a single individual. Conversely, the Project Manager and SNA need to be encouraged to go to the UNDP CO for support in managing risk, rather than waiting for risks to manifest.

Recommendation 30: Senior level UNDP management needs to engage more closely with senior Parliamentary staff to ensure ongoing commitment to the Project and address key concerns of Parliamentary staff.

Recommendation 31: The UNDP CO needs to be work more closely with the Project Team to identify and assist with the management of risk. Where Project reports identify risks, they should be specifically discussed by the UNDP CO with senior Project Team members, and strategies agreed to deal with them.

Financial management

51. The Papua New Guinea Preparatory Assistant Phase was a UNDP endeavour alone, but the PSP is a joint funded project, with contributions made by UNDP and AusAID.

Expenditure figures for Parliamentary Support Project Papua New Guinea USD\$			
Source: Atlas Combined Delivery Report			
	AusAID	UNDP	TOTAL
2005	279,079.39	117,079.88	396,159.27
2006	330,789.58	287,344.90	618,134.48
2007	225,774.19	0	225,774.19

52. The Project is being implemented under the Direct Execution (DEX) modality in order to “permit easier monitoring by UNDP/PNG and safeguard the fiscal and management accountability of the Project”. DEX appears appropriate in the context of the weaknesses in financial accountability identified in the PA phase. However, the need for accountable financial processes appears, in practice, to have resulted not only in close management of expenditures, but also of activities. Care needs to be taken that financial oversight does not unduly impede implementation. If the Project has to wait for UNDP CO sign-off on expenditure before undertaking activities this may reduce the flexibility of delivery.

53. It is advisable that more attention be paid at key decision points to agreeing on work plans and activities, so that there is less chance of disagreement or hold-up at expenditure points. Expenditure approval should be focused more on assessing the rigour and robustness of procurement processes, rather than the appropriateness of activities. Discussions regarding the latter should be held during Project Oversight Committee meetings or regular working group meetings. More generally, it would be advisable that a regular audit of accounts be undertaken to ensure proper financial procedures are being implemented.

Recommendation 32: When approving expenditures, the UNDP CO needs to focus primarily on assessing the robustness of procurement, rather than querying individual activities. The Project Steering Committee provides a routine opportunity for the UNDP CO to engage in activity-level discussions.

Recommendation 33: The UNDP CO should commission an annual audit of the Project's finances.

PROJECT IMPLEMENTATION

Project activities and achievement

54. For reasons discussed above, the Evaluation Team characterizes the Project's achievements as modest. Most notably, in early 2006 it appears that a consultant produced a quite useful Human Resources Action Paper and another consultant produced a Synopsis of the Parliamentary Committees of the National Parliament. However, it appears that this work may have been completed under the Preparatory Assistance phase, and was not necessarily followed up during the main Project.

55. In interviews, the Evaluation Team were told about some Project activities that the Project Team had undertaken, but the Evaluation Team was unable to find documentation in support of those activities. For example, it is understood that training was offered to Hansard which facilitated the reduction in the backlog of available proceedings, but when the Evaluation Team searched for Hansard on-line, the parliamentary website was not operational. It is understood that other specific training and education opportunities have been facilitated by the Project, but these do not appear to have been well-targeted. Training was given to relatively low level staff,¹² while no training for MPs or senior management has been undertaken.

56. There are, in addition, reports of assistance in various planning processes (HR and staff development planning), most notably the development of a Corporate Plan. Few if any of these planning activities appear to have reached the adoption and implementation stage. The Corporate Plan has been submitted to the Director of Planning who said he has forwarded it for consideration. The draft Committees Manual does not appear to have been finalised and while large sections appear to have been drawn from other similar manuals in the region, it is not clear that the draft Manual has been properly contextualized for PNG circumstances. These and

¹² For example, training on the Limited Preferential Voting system was provided to maintenance and catering staff.

other activities are found in the draft project Matrix and referred to in interviews but most were not documented and reported elsewhere, such that they have not been captured by the Evaluation Team as achievements in this section.

Recommendation 34: The Project Team should report more fully on outputs and report them more systematically under the appropriate project plan headings.

Sustainability

57. There is presently little, if any, sustainability planning occurring. The initial plan has been that training of staff in the Parliamentary Service would be the avenue for project achievements to persist into the future. Since little such training has occurred, and it has not been aggregated into changes in institutional practices, the Evaluation Team would expect few if any of the training efforts made to date will survive. Consideration could be given to working with the Training Unit in the Parliamentary Service directly to build their capacity to develop and implement a training programme.
58. The one area where Project Team has made a widely noticed difference is in assistance to the Public Accounts Committee. But here, according to the PAC Advisor, much of the improvement is the result of his direct efforts and there is presently no likely successor being trained to replace him in the future. The PAC Advisor has identified that he would like a local person to be employed by the Parliamentary Service who he can mentor to take over his role. The person would need to be a qualified lawyer.
59. The final area where sustainability might be promised is with the Project-assisted Corporate Plan, which is currently under consideration. This will depend on adoption by the Parliamentary Service leadership, and then securing the means and providing the will to follow those plans in the future.

Recommendation 35: A sustainability plan be articulated for major project activities and the necessary contributions of the Parliamentary Service or appropriate actors be specified and commitments secured prior to implementation of the activity.

FUTURE PROGRAMMING

The need for re-launch

60. It is clear that the Project must start to produce high quality deliverables that are in accordance with the Project outputs, as soon as possible. Realistically, this is unlikely to happen before the new Parliament sits and so the Induction Programme offers an excellent opportunity to re-launch the project and develop links with both returning and new MPs. It is crucial, however, not to focus on the Induction Programme at the expense of a series of follow-up events shortly after the induction. The importance of the Project team starting to plan now for events through to December 2007 cannot be overstated. There is, however, a tendency within this Project to produce work plans that are not followed through. Strategic planning and issues of continuity, sustainability and successor planning must be priorities for the Project.

61. The proposed Parliamentary Advisors will have a key role in guiding the Project through its remaining stages (see Recommendations 13-14 above) but there is an urgent need to bring in a specialist as soon as possible who can assist with the design and delivery of the follow-up programme to the Induction Programme (see Recommendation 18 above).
62. In identifying entry points for work with the Parliamentary Service, the draft Corporate Plan, if pursued, will be an essential document. However, it appears that the current draft has not received buy-in from senior members of the Parliamentary Service, largely as a consequence of it being perceived by them as having been produced independently and without their engagement. In any event, the document does not reflect best practice in terms of parliamentary administration. As the area of parliamentary administration is very specialized, and a considerable amount of work on the subject has been carried out within the Commonwealth, the Parliamentary Advisor should be able to counterpart with the Director of Administration Services to draw on support material such as the WBI/CPA [Zanzibar] *Report on the Administration and Financing of Parliament*¹³ and related follow-on material when reworking or developing a Corporate Plan anew. What is crucial in the process of preparing the Corporate Plan is for it to be driven by the Parliamentary Service with support and advice from the Project – but the Project cannot undertake responsibility for the leadership role.

Recommendation 36: The Parliamentary Service Corporate Plan must be developed and implemented by the Parliamentary Service with assistance from the project.

63. The Clerk has identified his key priorities for support from the Project as being committees, Hansard and the Bills and Papers Office. The Project Document also identifies 6 key areas for attention. In bringing together support for the priorities identified by various key stakeholders, the development of the Corporate Plan can be used to as a tool to promote a cross-cutting approach to the Project's work. The Project is much more likely to maximize its impact if it recognizes the complicated matrix of relationships that exist within the institutional structure of the National Parliament and the benefits of adopting a cross-cutting approach where possible. For example, enhancing the capacity of committees requires not just procedural support to Members and the Committee Secretariat but also a more structured approach to the provision of logistical and administrative support.

Recommendation 37: There should be a greater emphasis on providing cross-cutting capacity-building rather than treating the components of the project as standalones.

64. No single organization can deliver an effective programme of parliamentary support and there are a number of bodies working within the region whose experience and resources can be usefully drawn upon. In particular, the Inter-Parliamentary Union (IPU), the Commonwealth Parliamentary Association (CPA) and the Centre for Democratic Institutions (CDI) offer rich possibilities for

¹³www.cpahq.org/uploadedfiles/information_services/publications/cpa_electronic_publications/administrationandfinacingofparliamentstudygroupreport.pdf

enhancing the Project. It is, therefore, important that good links are maintained with relevant international and regional organizations and, in the case of the two parliamentary bodies aforementioned, the Parliamentary Service should be encouraged to develop its local branches, in addition to the Project team ensuring they too have direct contact. If, as the Parliamentary Service has indicated, the responsibility for inter-parliamentary relations is transferred from the Inter-Parliamentary Relations Officer to the Serjeant-at-Arms, it would be beneficial if the Sergeant were to attend the annual meeting of the Commonwealth Association of Sergeants-at-Arms which is due to be held in Canberra in August 2007. While it is appreciated that this may clash with the Induction Programme, it would be an invaluable opportunity for the Sergeant to develop links with a key parliamentary support organizations working in the region.

Recommendation 38: Linkages should be established with international parliamentary support organizations at an early stage with a view to establishing delivery partnerships.

The induction programme and follow-up activities

65. The Induction Programme will benefit from the technical expertise of CDI but there is also much that can be done to draw on the experience of the UNDP projects in the Solomon Islands and Fiji which have already run Induction Programmes following elections in their countries. The Senior National Advisor should obtain the planning documentation that is available from these Projects and ensure that the Deputy Clerk is given access to it as a way of offering alternative perspectives on how the programme might be structured. Additionally, consideration should be given to requesting the assistance of members of the Fiji project staff (both Project Manager and graduate trainees) to assist in the delivery of the programme (see Recommendation 18). By maximizing the number of project staff in evidence at the actual Induction workshop, the Project will be able to increase its visibility at a key moment of engagement with new MPs.

66. The delivery of a good Induction Programme will not, in itself, achieve significant results. What will make a difference is a sustained period of follow-through with the delivery of well-planned and appropriately targeted programmes. Such activities should be targeted at both MPs and members of the Parliamentary Service and, while it will often be the case that each group must be worked with separately, many of the materials that are developed will be of relevance to everyone working within the parliamentary environment. There are a number of different activities that could be considered, but the essential requirement is that the momentum created by the Induction Programme is not allowed to dissipate as it would then be extremely difficult to find a way of credibly re-launching yet again. Any training programme needs to address both training on procedural matters (i.e. Standing Orders, committee processes, law-making processes) and on applied parliamentary issues (e.g. MDGs, gender budgeting, human rights).

Recommendation 39: The Induction Programme should be used as an opportunity for the Project to demonstrate its usefulness to newly elected MPs and the Parliamentary Service Management. It is vital that there are fast follow-up activities to the Induction Programme in order to bed down the project with new MPs. The Project needs to develop a clear training programme for the next 6 months, which identifies subject matter, dates, partners and target audiences. The

Induction Programme is a re-launch opportunity for the project and materials developed for the Induction should also be made available to parliamentary staff.

67. A key requirement for the success of any follow-up programme will also be ownership from the Speaker and the Parliamentary Service. Given the possibility of a new Speaker and the fact that the Clerk has had little contact with the Project, it is important that they are both offered opportunities to involve themselves in the follow-up planning. In the event that this is not possible, both the Deputy Clerk and the Head of Administration must be active participants in the identification of appropriate activities and, at least in respect of the Parliamentary Service, in the selection of target groups. The few workshops that have been delivered thus far have not been targeted at an appropriate level to achieve meaningful impact. It is recognized that there will always be unanticipated moments of opportunity for training events but it should be regarded as the exception rather than the norm for programme delivery to be based on opportunistic interventions.

Recommendation 40: Workshops must be delivered at appropriate levels in order to build capacity. Opportunistic programming should be pursued, but should supplement rather than replace planned programming.

Restrategize the committees component

68. Strengthening the committee system will result in benefits to a range of different elements of the Project. Better functioning committees will impact on the capacity of individual MPs, enhance the capacity of the Parliamentary Service and, potentially, build better linkages with provincial legislatures. It can also result in improved relationships with the public service through the creation of a better understanding of how ministers and public officials can prepare themselves for evidence-taking sessions. No official wants to either be embarrassed personally or taken to task by a Minister who has not been properly prepared. It is often useful, therefore, to periodically include senior public servants in workshops on committee procedures.

69. Although quicker results can be achieved by placing implants within selected committees, the overall impact on the parliament will be limited. A Parliamentary Advisor is better placed to support a range of committees and this approach should be preferred although the project's original intention of support to 8 committees is probably unattainable. A preferred strategy would be to target a total of 6 committees over the course of the project with just 3 or 4 engaged with initially. As the Executive often feels threatened by enhanced committee oversight, it is useful if the committees selected can have a mix of overt oversight and policy formulation (e.g. PAC and HIV/AIDS Committee). Regardless of which committees are selected by the Speaker, the Clerk and the project team for support, it is crucial that priority is given to enhancing the capacity of the main Committee Secretariat as that is where most long term benefit to the institution can be gained. Given the limited resources of the current Committee Service, consideration should be given to the Deputy Clerk's suggestion of redeploying some graduates already working within the Parliamentary Service into a variant of the "graduate entry scheme" similar to that adopted in other UNDP parliamentary projects in the region. Whatever approach is taken, a priority must be given to successor planning if the project is to have sustainability in even the medium term.

Recommendation 41: Dedicated support to individual committees must be refocused to ensure long term sustainability. Support to committees should be seen as being delivered over the entirety of the Project on an incremental basis. Committees identified for support should include both committees with an explicit oversight function and others with a policy-focused role.

70. The Project Team should keep in mind the need to be aware of Parliament as a place to work on conflict issues and there may be a possibility to use the committee system as a forum for the exploration of the role of parliamentarians as peace-builders. Work done by the World Bank Institute in this area may provide ideas for entry points to specific committees (Law & Order and Justice Committees). It may be possible to offer support to the Ombudsman Committee in developing a supportive as well as oversight role similar to the relationship between the PAC and the Auditor-General.

71. A surprising omission from the Project strategy at present is the relationship between the National Parliament and the Executive's work on the achievement of the PNG-specific MDGs together with the MTDS. This is an obvious entry point for the Project given the fact that the PNG Executive is currently designing a draft interim PRSP and the UNDP's specific interest in supporting countries to achieve the MDGs. Best practice in other countries and regions has shown that parliamentary involvement in the design and oversight of these three areas is a significant factor in contributing to successful outcomes and work done by the World Bank Institute in this area can inform the strategic planning of the project team.¹⁴ This is also a way of developing further outreach with civil society and a further programming activity that will add value to this approach would be to ensure that committee reports and the Hansard are published in a timely fashion rather than concentrating on clearing the backlog of corrected Hansards.

Recommendation 42: There should be a focus on the parliamentary aspects of developing and implementing the MTDS and progress towards achieving the MDGs.

Recommendation 43: Assistance in the timely publication of Hansard and committee reports should be provided.

Integrate cross-cutting gender activities

72. The Project needs to ensure that its innovative gender component is used to best effect. This is a good example of how cross-cutting capacity development can occur. The gender component of the project should not only assist in generally developing a greater awareness of the need for gender equity, but can also be integrated across technical components of the Project. In particular, support from the Gender Advisor can be given to both the committee strengthening and Parliamentary Service components of the programme, for example, by introducing gender budgeting and gender impact analysis tools. Additionally, the Foreign Affairs Committee could provide a venue for discussing international treaty obligations especially in the area of human rights. For example, the Foreign

¹⁴ Scott Hubli & A. Mandaville (2004) "Parliaments and the PRSP Process", World Bank Institute, <http://siteresources.worldbank.org/WBI/Resources/wbi37231HubliMandavilleweb.pdf#search='Parliament%20PRSP%20World%20Bank%20Institute>

Affairs Committee could be assisted in its oversight role by providing support to it as it examines reports such as the Report on CEDAW which is currently being prepared. The gender component of the Project could also further enhance Parliament's ability to hear the voices of women by collaborating with the committee strengthening component to provide information and guidance to committees on the taking of public evidence and to CSOs on making submissions to committees, and by assisting committees to create linkages with appropriate gender-based and gender-focused organizations.

Recommendation 44: The innovative gender component of the Project should be further developed. Gender needs to be seen as a cross-cutting issue which must be integrated in all components of the Project. Training in gender budgeting and gender impact analysis should be developed for both MPs and the Parliamentary Service.

Recommendation 45: The Standing Orders may also be reviewed to integrate gender (and human rights and MDGs achievement) into the oversight process.

Recommendation 46: The gender programme should also focus on building the capacity of the National Parliament to reach out to civil society.

Restrategize the provincial linkages component

73. The project document envisaged linkages with the Bougainville Autonomous House of Representatives and two provincial assemblies with the focus on Bougainville in the first year. The outputs need to be more focused than they have been thus far in developing links with the National Parliament. At least in the case of Bougainville, there is both enthusiasm for this element of the Project and confusion as to what can be expected because delivery thus far has been largely stand-alone rather than creating linkages with the National Parliament. It is important that there is clarity on both sides. There should be discussions between the Project team and key stakeholders to identify areas for collaboration. This discussion should then lead to a more formal documented agreement with the participating legislatures on what activities will be delivered by the Project. Apart from the likely areas identified in the Project Document, consideration could be given to developing linkages between the committee strengthening component and the participating legislatures by encouraging more evidence-taking sessions to happen outside Port Moresby and then involving appropriate local counterparts. Regional counterparts could also be invited to attend training for national MPs and parliamentary staff and/or national training programmes could be replicated at the provincial level.

Recommendation 47: The regional linkages program should focus on developing links with the National Parliament rather than offering stand-alone programs.

Strengthen research and information activities

74. The current difficulty with finding gainful employment for the Project Specialist in research and identifying an appropriate counterpart should not detract from the importance of developing a research capacity. However, in part, the demand for research services will only be generated as committees become more effective and individual Members come to better understand the benefits that a research service can deliver for them, if only from a self-interested perspective. In much the same way that lobbyists in developed legislatures are pro-active in offering briefing

material that can be utilized by MPs in debates and the formulation of Questions, a good research service will anticipate likely subjects of interest and produce basic fact sheets with some background information. Such fact sheets need not be restricted to forthcoming legislation but can also identify areas of interest with which committees may subsequently wish to engage, such as MDGs, trade or environment issues.

75. Although it is essential that there is a focal point for research services within the National Parliament, and this would be most usefully based within the library rather than in a physically removed environment, consideration could be given to outsourcing the actual research. A number of developing parliaments have chosen to establish research contracts with local academic facilities and, in this case, the National Research Institute appears to offer an excellent opportunity for the National Parliament to engage with a facility well-suited to producing academically robust and apolitical research material. The University of PNG may also provide such a resource. If this approach were adopted, all that would be required would be an appropriately-skilled research coordinator based within the Parliamentary Service.

Recommendation 48: The Research Unit should be seen as providing a proactive service, rather than being merely reactive. The outsourcing of research to local facilities with appropriate expertise should be considered.

76. One key aspect of ICT that should be given greater priority is that of the development of the parliamentary website which is currently off-line. The website is not just a tool for wider engagement with civil society, essential though that is. A good parliamentary website, perhaps with the provision of an intra-net, can enhance the performance of individual MPs and the committees more generally by providing information on a timely basis. It is also relatively cost-free and so Proceedings of Parliament can be produced easily.

Recommendation 49: Development of the parliamentary website as an outreach tool should be a greater priority than the provision of an ICT network.

77. The current emphasis on the provision of ICT hardware should be refocused. ICT should be regarded as a tool for assisting in committee strengthening and enhancing the capacity of the Parliamentary Service rather than being an end in itself. Parliament is a unique institution and, as in many other areas, the peculiar ICT needs of a legislature are not always apparent to those who have not worked within such an environment. In this regard, the current tendering process for cabling the National Parliament should be suspended and a full assessment carried out by a legislative ICT specialist of how best to meet local needs. For example, most new legislatures, especially in a development context, are making use of wireless technology to give maximum flexibility. As a cross-cutting way of supporting other components of the project, ICT should be used to assist in particular areas such as tracking legislation, the Bills and Papers Office, the committee Service and parliamentary administration. As an aside, ICT could also be used for greater effect to assist the Project Team in developing their own information storage and retrieval systems.

Recommendation 50: The current ICT networking programme should be suspended until a full assessment and implementation plan can be made by an ICT specialist with legislative experience. Consideration should be given to the establishment of a secured wireless network rather than a cabled network.

78. In terms of wider engagement with civil society, a parliamentary website is clearly a useful tool. However, because relatively few people in PNG have access to the internet, consideration should be given to the establishment of an Information Office (as opposed to a public relations office) to provide objective information on the role of the National Parliament and forthcoming business. Realistically, this is unlikely to be a priority in the project as currently constructed, but should be considered for any future phase, preferably in the lifetime of the forthcoming Parliament.

Recommendation 51: Consideration should be given to assisting the National Parliament to establish an information office in a later phase of the project.

ANNEX 1: LIST OF INTERVIEWEES

Most interviews were conducted between 14-20 May, 2007 in Port Moresby, Papua New Guinea. There were additional follow-up conversations as well as e-mail correspondence.

UNDP/PNG Parliament Support Project

Mr Jeremiah Andrew, National Project Manager
Mr Simon Pentanu, National Project Advisor
Mrs Enaha Kwa, Gender Social Researcher
Mr Joshua Waiver, Research/Trainer Coordinator
Mrs Bugave Verave, Administrative Assistant
Mr Dayantha Mendis, UNV Legislative Drafting Specialist
Mr Phil Smith, Legal Counsel (Public Accounts Committee)
Mr Sean Fraser, UNV Parliamentary Researcher/Trainer
Mr Howard Wilson, former Chief Technical Advisor (by e mail)

Members of Parliament

Dame Carol Kidu, Minister for Community Development

Parliamentary Staff

Mr Don Pandan, Clerk of Parliament
Mr Simon Ila, Acting Deputy Clerk of Parliament
Mr Kalu Yomilewau, Director of Administration Services
Mr. Lawrence Daveona, then-former of Director of Committee Services. According to Ms. Serufa Haro, Principal Parliamentary Reporter, in charge of the Hansard
John Balageturna, then former-Director of Inter-Parliamentary Relations.

Government officials

Mr. Ila Geno, Chief Ombudsman
Mr. Mosilayaila Kwayaila, Director, Aid Coordination and Management Directorate
Mr. Jeffrey Kop, Assistant Director, Multilateral Branch, Aid Policy & Coordination Directorate
Mr. Paul Bengo, Registrar of Political Parties
Mr Andrew Trawen, PNG Electoral Commissioner
Mr Robert Tapi, Clerk of the House, House of Representatives of the Autonomous Region of Bougainville (by telephone)

UNDP Personnel

Dr. Jaqueline Badcock, UN Resident Coordinator & UNDP Resident Representative
Mr Jan-Jilles van der Hoeven, Deputy Resident Representative
Mr Dirk Wagener, Assistant Resident Representative (Programs)
Ms Michelle Rooney, Program Analyst (by e mail)

Donors

Mr. Mark Bailey, Counselor, AusAID
Ms. Leonie Whyte, Development Specialist (Democratic Governance), AusAID

Civil Society

Mr. Peter Aitsi, President, Media Council of PNG

Mr. Mike Manning, Chairman, Transparency International

Dr. Thomas Webster, Director, National Research Institute

Ms Scholla Warai Kakas, President, National Council of Women

Ms Sally Mokis, President, Papua Hahine

Annex 2: TORs for new Parliamentary Advisor Positions

SENIOR PARLIAMENTARY ADVISOR

Job Title: Senior Parliamentary Advisor
Project Name and ID: Support to National Parliament Project
Duty Station: Port Moresby, Papua New Guinea
Duration:
Starting Date:

BACKGROUND

Papua New Guinea's National Parliament is a 30-year-old institution which currently comprises 109 Members meeting in a single House. Its administrative support body, the Parliamentary Service, is tasked with providing support in most areas to MPs. However, some of the key services of the Parliamentary Service have, for a variety of reasons, experienced a decline in effectiveness, especially as it has been slow to introduce modern parliamentary methodologies. There is a recognized need for a comprehensive institutional reform process, which has already been initiated with some restructuring of upper management. This, coupled with a need to strengthen the Parliament's capacity to support the Government in meeting its international obligations, such as achieving the Millennium Development Goals (MDGs), and national developmental objectives has led to an agreement to implement a United Nations Development Programme (UNDP) support project to the National Parliament.

In early 2006, following a 1 year Preparatory Assistance Phase, the UNDP initiated a 3-year Parliamentary Project intended to facilitate the reinvigoration and modernization of the National Parliament to better meet the modern demands placed on democratic institutions in the twenty first century. Support was intended to concentrate primarily on increasing the effectiveness, transparency and accountability of the Parliamentary Service to better serve elected representatives. The Project also aims to strengthen the National Parliament's linkages with provincial legislative bodies and provide focused support to the parliamentary committee system. In addition, it aims to strengthen its collaboration with external partners. Finally, the Project aims to directly support the legislative, oversight and representational roles of the MPs through workshops, research and study visits.

Although the project has now been operational for just over one year, progress has been slow, for a number of reasons. The post-holder will need to manage a partly formed team and inject a sense of dynamism into their work, whilst recognizing the achievements that they have accomplished without external leadership.

To support the work that has been achieved in the first year by the Project Team, which is currently led by a Project Manager and the Senior National Advisor, two international appointments are being made – Senior Parliamentary Advisor and Parliamentary Advisor.

JOB SUMMARY

Under the overall guidance of the Project Steering Committee (PSC) and direct supervision of the UNDP Resident Representative, the Senior Parliamentary Advisor will undertake the following duties and responsibilities:

- Assume overall responsibility for implementation of project activities, with the assistance of the Project Manager who will provide day to day management of the project;
- Supervise the preparation of the annual work plan, quarterly progress reports, biannual reviews and terminal reports;
- Work with the Project Manager to identify, recruit, supervise and sign off on the work of additional consultants to support agreed work plan activities;
- Work with the Project Manager to ensure that regular meetings with senior parliamentary management, Project Oversight Committee meetings and Modernization Committee meetings are convened;
- Draft phase two Project Document;
- Participate in any evaluations;

- Provide technical advice on best practice in parliamentary procedures, functions and capacity strengthening;
- Provide technical guidance and support to the Project Manager, Senior National Advisor, project team staff/advisors and consultants;
- Build and maintain relationships with key partners in the legislative area including the leadership and members of the legislature and other branches of government, MPs' political staff, civil society representatives, donors, and the international community;

- Counterpart with the Deputy Clerk and lead the project team in the delivery of all areas of the project falling within the Deputy Clerk's remit, in particular, strengthening the committee secretariat and other support services to committees;
- Provide support to the Parliamentary Advisor on matters relating to the delivery of all areas of the project falling within the remit of the Director of Administration Services;
- Plan and conduct or supervise, as appropriate, training activities for MPs (especially new MPs) and parliamentary staff on procedural issues and applied parliamentary issues (e.g. relations with parliamentary parties and constituents, poverty reduction and gender issues);
- Advise MPs, on a non-partisan basis, on issues relating to the development and passage of legislation and regulations, procedures in the Chamber, committee formation and procedure, parliamentary oversight of government and constituent outreach; and
- Ensure the delivery of the procedural aspects of the provincial outreach component.

CRITERIA FOR SELECTION

- Minimum of Bachelor's Degree in political science, law, social science or equivalent work experience;
- Minimum of 12 years experience as a Member of Parliament or in procedural

- positions as non-political staff to elected national or state/provincial legislatures, preferably in a Westminster parliamentary setting;
- Minimum 3 years experience working with developing legislatures, preferably in the Pacific;
 - In-depth technical knowledge and skills in contemporary parliamentary capacity building;
 - Knowledge of and, commitment to, integrating UNDP's cross-cutting themes of MDGs, human rights and gender;
 - Outstanding ability to communicate skills and experience to others as a trainer, advisor or consultant;
 - Demonstrated experience in project management and the designing, implementing and monitoring of project activities;
 - Familiarity with the concept of parliament as a conflict resolution forum an advantage;
 - Strong negotiating and managerial skills to be able to work both independently and as a member of a team;
 - Excellent interpersonal, intercultural, communication and networking with a demonstrated ability to build and maintain professional relationships;
 - Demonstrated ability to work effectively with senior political and civic leaders and members of the donor and diplomatic community;
 - Previous experience of working with the UN would be highly advantageous;
 - Fluency in verbal English and exceptional English writing skills; and
 - Fluency in Microsoft Office

PARLIAMENTARY ADVISOR

Job Title: Parliamentary Advisor
Project Name and ID: Support to National Parliament Project
Duty Station: Port Moresby, Papua New Guinea
Duration:
Starting Date:

BACKGROUND

Papua New Guinea's National Parliament is a 30-year-old institution and its administrative support body, the Parliamentary Service, provides support in most areas to the MPs. However, some of the key services of the Parliamentary Service have, for a variety of reasons experienced a decline in effectiveness, especially as it has been slow to introduce modern parliamentary methodologies. Hence there is a recognized need for a comprehensive institutional reform process, which has already been initiated with a restructuring of the upper management. This, coupled with a need to strengthen the Parliament's capacity to support the Government in meeting its international obligations, such as achieving the Millennium Development Goals (MDGs) and meeting national developmental objectives has led to an agreement for a United Nations Development Programme (UNDP) support project to the National Parliament.

In 2006, UNDP initiated a 3-year Parliamentary Project intended to facilitate the reinvigoration and modernization of the National Parliament to better meet the modern demands placed on democratic institutions in the twenty first century. This support will concentrate primarily on increasing the effectiveness, transparency and accountability of the Parliamentary Service to better serve elected representatives. It will also strengthen the National Parliament's linkages with provincial legislative bodies and provide a focused support to the parliamentary committee system. In addition, it will strengthen its collaboration with external partners. Finally the Project will directly support the legislative, oversight and representational roles of the MPs through workshops, research and study visits.

To support the work that has been achieved in the first year by the Project Manager and the Senior National Advisor, two international appointments are being made – Senior Parliamentary Advisor and Parliamentary Advisor. Although the project has now been operational for one year, progress has been slow for a number of reasons. The post-holder will need to manage a partly formed team and inject a sense of dynamism into their work whilst recognizing the achievements that they have accomplished without external leadership.

JOB SUMMARY

Under the overall guidance of the Project Steering Committee (PSC) and direct supervision of the UNDP Resident Representative, the Parliamentary Advisor will undertake the following duties and responsibilities:

- Deputize for the Senior Parliamentary Advisor as required;
- Assist in the preparation of the annual work plan, quarterly progress reports, biannual reviews and terminal reports;
- Assist in the drafting of the phase two Project Document;
- Participate in any evaluations;

- Provide technical advice on best practice in parliamentary administration and capacity strengthening;
- Provide technical guidance and support to the Project Manager, Senior National Advisor, project team staff/advisors and consultants;
- Build and maintain relationships with key partners in the legislative area including the leadership and members of the legislature and other branches of government, MPs' political staff, civil society representatives, donors, and the international community;
- Counterpart with the Head of Administration Services and lead the project team in the delivery of all areas of the project falling within the Head of Administration's remit, in particular, supporting the development of a corporate plan within the context of promoting the independence of the legislature; strengthening the Hansard operation and staff training;
- Provide support to the Senior Parliamentary Advisor on matters relating to the delivery of all areas of the project falling within the remit of the Deputy Clerk;
- Plan and conduct or supervise, as appropriate, training activities for staff relating to all matters of parliamentary administration;
- Advise the Speaker, Clerk and House Committee on parliamentary administration reforms; and
- Ensure the delivery of the parliamentary administration aspects of the provincial outreach component.

CRITERIA FOR SELECTION

- Minimum of Bachelor's Degree in political science, law, social science or equivalent work experience;
- Minimum of 10 years experience in parliamentary administration positions as non-political staff to elected local or national legislatures;
- Minimum 3 years experience working directly with developing legislatures, preferably in the Pacific;
- In-depth technical knowledge and skills in contemporary parliamentary capacity building;
- Knowledge of and, commitment to, integrating UNDP's cross-cutting themes of MDGs, human rights and gender;
- Demonstrated ability to communicate skills and experience to others as a trainer, advisor or consultant;
- Demonstrated experience in project management and the designing, implementing and monitoring of project activities; and
- Familiarity with the concept of parliament as a conflict resolution forum an advantage;
- Strong negotiating and managerial skills to be able to work both independently and as a member of a team;
- Excellent interpersonal, intercultural, communication and networking with a demonstrated ability to build and maintain professional relationships;
- Demonstrated ability to work effectively with senior political and civic leaders and members of the donor and diplomatic community;

- Previous experience of working with the UN would be highly advantageous;
- Fluency in verbal English and exceptional English writing skills; and
- Fluency in Microsoft Office