Evaluation of the
UNDP Solomon Islands National
Parliament Strengthening Project

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EXECUTIVE SUMMARY

The Solomon Islands Parliamentary Strengthening Project was established following the recommendations of a Legislative Needs Assessment in 2001, and a participatory planning process lasting until 2003. The resulting Project Document designed a three year Project (2004-2007) budgeted at US$324,730, but which has since been increased to around US$866,000USD.[1] The Project strategy focused on strengthening the Parliamentary Secretariat in its capacity to serve MPs, especially the needs of committees. A broad program of activities was organized around five outcome areas: namely, increasing the efficiency and effectiveness of the secretariat, strengthening the representative, law making and oversight roles of the Parliament, and increasing the representation of women in parliamentary politics.

Despite strong support from the Speaker and Clerk, the Project got off to a slow start in 2004, but was energized by a set of decisions made at the Tripartite Review Meeting in December 2005. A new Project Manager was engaged and a partial program redesign which included a graduate trainee program to augment staff was endorsed.

The Project has successfully achieved many of its proposed outcomes and is highly regarded by those interviewed by the Evaluation Team. The major achievements of the Project include:

- The recruitment of seven graduate trainees, an ICT associate and an administrative officer to provide research and secretariat services to the Parliament and, in doing so, contribute to the change management and institutional strengthening aspects of the Project;
- The development of a successful Parliament budget submission to the 2007 national budget process, to fund both capital expenditure and the appointment of the seven graduate trainees to the Parliamentary Secretariat's permanent staff establishment;
- Encouraging and supporting an increase in committee activity and effectiveness with the Public Accounts Committee in particular functioning more effectively as a financial scrutiny body;
- Delivering a successful Induction Program for Members in May-June 2006 which has become a model for other parliaments in the region;
- Developing a parliamentary website and an internet-enabled computer network for the Parliament; and
- Re-establishing an effective library, including on-line library resources and a strengthened research and information service.

These and other efforts have served to build support for the Project with MPs and the Government of Solomon Islands. MPs expressed their satisfaction with Project-sponsored activities to the Evaluation Team and the Government has acted to increase Parliament's budget to support its expanding activities.

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[1] In the Project's design documentation a total budget of USD324,730 is provided for the period 2004-2006. At the end of 2006, the total Project budget was $866,200 over the 3 years of the Project's life.

At the Tripartite Review Meeting in February 2007, the Project was extended until December 2007 in order for a second phase to be designed. Phase Two of the Project is anticipated to continue until 2011. The proposed Phase Two strategy involves a consolidation of the Phase One achievements with an ongoing focus on the core areas of support through a program of institutional strengthening, approached through a revised project design structure. It also involves an expansion of the Phase One outcome areas of civic education and community engagement, which includes enhancing the participation of women in the political process.

In accordance with the evaluation Terms of Reference, the final section of this Report reflects on the proposals for Phase Two developed by the Project team and suggests some ideas for consideration when the Phase Two design is participatorily developed with local stakeholders. The Evaluation Team recommends a five pronged approach in designing Phase Two:

- Consolidate institutional strengthening achievements;
- Consolidate oversight/committee strengthening activities;
- Extend engagement with MPs;
- Extend public outreach activities; and
- Promote broader development issues.

SUMMARY OF RECOMMENDATIONS

Planning and design:

Recommendation 1: *The statement of the Project goals and supporting outcomes should clarify how the Project activities will affect Parliament's capacity to contribute to the Government of Solomon Islands poverty reduction goals.*

Recommendation 2: *Ensure that the future designs reflect a human rights based approach to development and properly consider the integration of gender, MDGs and conflict sensitive programming options.*

Recommendation 3: *All project documents must properly identify all key risks and strategies must be developed and integrated into the project design.*

Recommendation 4: *Include indicators in the Phase Two Project Design which are qualitative, quantitative and/or timebound (QQT) and capable of being monitored and include guidance in the Project Design regarding the method(s) for assessing indicators.*

Project Management:

Recommendation 5: *Given the Project Manager's broad responsibilities in training, advising, recruiting, and deploying staff assistance, the relevant Terms of Reference in the Project Document should be designed to ensure that such positions will be recruited at a senior enough level to ensure the experience and connections necessary to perform as expected. The responsibilities of the Project Manager should also be clearly spelled out.*

Recommendation 6: *If any further graduate recruitment is undertaken by the Project, it should be undertaken within an agreed corporate framework, including a proposed organizational structure for the Secretariat.*

Recommendation 7: *Provide comprehensive induction training for incoming Project Managers on budget planning and financial management processes before they arrive in-country.*

Recommendation 8: *Require that reporting templates include a requirement to report on risk identification and management and ensure that such information is inputted into the internal UNDP ATLAS system, as required.*

Recommendation 9: *Provide proper briefings to Project Managers regarding their reporting requirements and provide reporting templates to Project Managers (for annual reports and quarterly reports).*

Recommendation 10: *The UNDP representative to the TPR should be fully briefed on approaching "decision points", options for action, and the views of other key stakeholders in sufficient time to prepare an effective and acceptable course of action.*

Recommendation 11: *The UNDP should recognize that the development or deepening of a sense of ownership on the part of parliamentary and other host government partners is an important goal of Project activities and should be treated accordingly in support, monitoring, and planning.*

Recommendation 12: *The Project Office and the UNDP maintain project based records files to be used to quickly brief new participants on what has preceded their involvement.*

Project Implementation:

Recommendation 13: *Ensure that a "signature activity" is identified early on in project implementation and energies be focused on getting it underway quickly.*

Recommendation 14: *Continue to upgrade the parliamentary service skills of the graduate trainees and put them into positions of increasing responsibility where their efforts have a good chance to yield visible improvements in parliamentary effectiveness.*

Future programming:

Recommendation 15: *Include in the Phase Two Project Design explicit reference to the role of the Project in assisting Parliament to support and promote national development and poverty reduction goals.*

Recommendation 16: *Assist the Parliament Secretariat to develop a long term Corporate Plan, supported by a clear organizational structure which clarifies management responsibilities and lines of staff accountability, and outlines how management staff will be supported with training.*

Recommendation 17: *Explore sustainability options for the Project ICT components, including recruiting a permanent ICT Officer to the parliamentary secretariat and/or exploring cost-sharing across UNDP Projects or across Pacific parliaments.*

Recommendation 18: *Address sustainability planning options to minimize reliance on the Project Manager over time, including for example, identifying a Parliamentary Officer who can be trained in management and mentoring.*

Recommendation 19: *Formulate Phase Two committee strengthening goals on the basis that subsequent capacity-building efforts could prove more difficult.*

Recommendation 20: *Encourage the interaction between Committee Members and secretariat staff and senior Government officials through the promotion of workshops and study groups in relevant policy areas.*

Recommendation 21: *Broaden out support to committees, so that a variety of committees are proactively supported by the Secretariat to inquire into contemporary political, economic, social and development issues.*

Recommendation 22: *Consider working more closely with the Cabinet Office and/or Attorney General's Department to facilitate the timely submission of legislation to Parliament.*

Recommendation 23: *Designate and train a staff member to be responsible for developing and coordinating the implementation of an annual training plan for Members of Parliament (and Parliamentary staff).*

Recommendation 24: *Consider roundtables with civil society groups (including women's groups) and government experts (in health, education and other areas).*

Recommendation 25: *Train committee staff along with civil society organizations in budget analysis in areas such as gender budgeting, analyzing the regional distribution of government spending, the health budget and poverty reduction measures.*

Recommendation 26: *Support better and more accurate reporting of parliamentary activities by creating the means to provide accurate information to the media and facilitating coverage of parliamentary proceedings.*

Recommendation 27: *Consider incorporating into the Phase Two design activities focusing on the constructive role that Members of Parliament can play in mitigating conflict in Solomon Islands and in dealing with some of its causes.*

Recommendation 28: *Consider incorporating into the Phase Two design activities aimed at increasing awareness and supporting Parliament's capacity to engage with issues related to the Millennium Development Goals, human rights and gender.*

INTRODUCTION

1. The purpose of this country Evaluation is to examine what the Solomon Islands 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 practice 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.

PROJECT BACKGROUND

2. Solomon Islands has a population which was projected in 2006 to be 533,672 people, speaking sixty-five distinct languages and scattered over a large geographic area.[2] The inability of national institutions, including parliament, to effectively represent this diversity and the poor state of governance generally has contributed to breakdowns in order and periods of instability during the period between 1999 and 2003 and again more recently.[3] Solomon Islands has a single national house of parliament, which consists of fifty members, including the Prime Minister who is the head of the Government, and a Speaker elected from outside the body of Members of Parliament.[4] As no single party is usually able to gain a majority in its own right, governments have often been formed out of fragile coalitions.

3. The Solomon Islands Parliamentary Strengthening Project was established following the recommendations of the 2001 Legislative Needs Assessment (LNA), the resolutions of the Consultative Forum of Solomon Island Parliamentarians in 2002, and the deliberations and recommendations of the House Committee in 2003. The project is co-funded by AusAID, through RAMSI, and the United Nations Development Program.[5] From 2003 to the present, the country has been the host to a Regional Assistance Mission to Solomon Islands (RAMSI), with Australia and New Zealand in leading roles. RAMSI includes a Machinery of Government (MOG) programme, which has provided wide-ranging advisory and technical support to governance institutions in Solomon Islands. The UNDP PSP falls under the remit of the MOG Programme.

4. The 2001 LNA was conducted at the request of the then Speaker of Parliament, the Hon. Paul Tovua, and under difficult conditions, nine months after the June 2000 coup.[6] The LNA identified a host of difficulties, discussed below. The LNA

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[2] See Background discussion, Government of the Solomon Islands, UNDP, "Solomon Islands Support Project" undated Project Document (2003 to 2007).

[3] UNDP (2001) Solomon Islands Legislative Needs Assessment, p.4.

[4] Sections 33(1) and 64(1a) of the *Constitution of Solomon Islands*.

[5] Solomon Islands National Parliament Strengthening Project Report, Fourth Quarter, 2006.

[6] Quinton Clements, "Legislative Needs Assessment Solomon Islands: Rebuilding Parliamentary Rule Post-Conflict," February -March 2001 UNDP Mission Report.

occurred at a time when MPs were scattered, the parliament building damaged, and internal mechanisms including staffing in disarray. During the consultations following the LNA, it was agreed that: "A major contributor to the road to recovery would be rebuilding and strengthening Parliament as a supreme institution ensuring democratic governance."[7]

5. The UNDP Project Document resulting from the LNA and subsequent consultations followed a strategy of strengthening the Parliamentary Secretariat in its capacity to serve MPs, especially the needs of committees, and a broad program of activities in other areas. The plan envisioned a three year effort (2004-2007) initially budgeted at USD$324,730.[8] After an uncertain start in late 2004, and following a refocusing of the Project under a new Project Manager in late 2005, the Project has been well received and effective. The first phase of the Project was due to complete at the end of August 2007 but has been extended to December 2007. Planning is now underway for a second phase.

PLANNING AND DESIGN[9]

Design

6. The Legislative Needs Assessment in 2001 identified a number of weaknesses in the Parliament which can be summarized as follows:
    *   Limited technical and physical resources available to the Parliamentary Secretariat and Members;
    *   Weak human resource capacity in the Secretariat resulting in poor service delivery to Members;
    *   Limited access to information;
    *   Poor understanding on the part of Members as to their role and responsibilities, which is reflected more broadly in the public; and
    *   A dominant Executive.

7. The weaknesses identified above contributed to a range of performance issues including a demoralized and apathetic Parliamentary Secretariat, poor attendance by Members, and a tendency for Parliament to rubber stamp the actions of the Executive.

8. The design formalized in the Project Document involved consultation between the Parliament, Solomon Islands Government and the UNDP and they signed an agreement in 2003. The Project was designed to address the weaknesses identified in the LNA The Project Design Document adopted an outputs-outcomes

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[7] "Solomon Islands Support Project."

[8] In the Project's design documentation a total budget of USD324,730 is provided for the period 2004-2006. At the end of 2006, the total Project budget was $866,200 over the 3 years of the Project's life.

[9] This section fulfills a TOR requirement that the Evaluation Team examine the Project Plan and Design. The Evaluation team recognizes that the current UNDP MCO personnel , Project Team and major stakeholders were not involved in the design being critiqued. Furthermore, the Evaluation Team also recognizes that the design recommendations it makes here and in the Future Programming section are proposed for the consideration in UNDP's mandated participatory project planning process which involves the major stakeholders as well as UNDP personnel.

approach to delivery. Drawing on the Legislative Needs Assessment the project has five outcomes:

- Effective and efficient parliamentary services, management and administration;
- Representative role of the Solomon Islands Parliamentarians strengthened;
- Law making procedures of Solomon Islands Parliament strengthened;
- Capacity of the Solomon Islands Parliament to exercise its oversight role strengthened; and
- Increased representation of women and gender perspective in governance.

9. Under each outcome a range of outputs and activities are outlined. Progress towards each outcome is measured through the completion of each output. The Project Design provides a degree of flexibility in the achievement of its goals, in that the overall Results and Resources Framework is underpinned by indicative annual plans that are updated by the Project annually, in response to current issues, needs and constraints. The Project Design can be adapted to changing circumstances and was. In addition, the Project was explicitly designed to fit "a package of related UNDP as well as other donor support to the Solomon Islands", both current and future. There is a considerable degree of synergy with other development activities such as UNDP projects as well as the work of the RAMSI Machinery of Government program. The Parliamentary Strengthening Project therefore does not stand in isolation from other projects. However, unlike the Fiji Project design, it does not specifically mention linkages with other Parliamentary Support Projects.

10. The Project Design outlines clear management arrangements, with the Speaker and Clerk playing active roles together with a designated Project Manager. The design is more explicitly reliant on the Project Manager in terms of ensuring delivery.

11. The overarching outcome of the Project is described as "Solomon Island Parliament performing efficiently its mandated roles of representation, legislation, and oversight". Recognising that the Solomon Islands Government has endorsed the Millennium Declaration and the related Millennium Declaration Goals (MDGs),[10] and taking into account the UNDP's mandate to promote sustainable development in support of the Millennium Development Goals,[11] it is a concern that the goal of the Project was so narrowly defined. Considering the breadth of issues parliaments deal with and the core role they can and should play in development and governance activities, it would have been useful is the overall goal in the Project Document described how the Project intends to contribute to the Government and UNDP's overarching MDGs and poverty reduction goals.

12. The design of the Project identifies the main areas of the Parliament requiring support, outlines an approach for addressing these and attempts to outline a

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[10] Statement by Solomon Islands Foreign Minister at the General Debate of the 59th Session of the United National General Assembly, 28 September 2004, p.4: "Solomon Islands attach much importance to the Millennium Development Goals (MDGs), and these have been mainstreamed into our National Economic Recovery, Reform and Development Plan (NERRDP)."
[11] UNDP Second Multi-Year Funding Framework 2004-2007, paragraphs 16-18, http://www.undp.org/execbrd/pdf/dp03-32e.pdf

monitoring and oversight regime. Significant local ownership was established before the Project was agreed and donor support is built in. An annual work plan for the first two years is included, but is flexible. In contrast to Fiji, the design of the Solomon Islands Project is more structured and more explicit in its outcomes and delivery mechanisms. In October 2005, after a period of disagreement over proposed design revisions, the Project Oversight Committee endorsed a plan to return to the original Project design. From the evidence gathered by the Evaluation Team, this has contributed to the success of the Project to date.

13. The major area of concern with the Project Design – identified by the Project Manager – is the significant overlap between the five project outcomes. This has "led to a lack of clarity in relation to the connections between project deliverables and project outcomes, as well as adding unnecessary complexity to monitoring, reporting and evaluation".[12]   For example, 'strengthening of law-making procedures' underpins both strengthening the representative role of MPs and strengthening parliamentary oversight. A more simplified outputs structure would bring greater clarity to the Project Design and monitoring activities more generally.

Recommendation 1: The statement of the Project goals and supporting outcomes should clarify how the Project activities will affect Parliament's capacity to contribute to the Government of Solomon Islands poverty reduction goals.

Integrating cross-cutting themes

14. The Project Design currently specifically attempts to incorporate gender. However, in the first phase perhaps the gender component should have been more nuanced and more directed toward outcomes that the Project is realistically capable of affecting. Currently, the fifth component of the Project requires "Increased representation of women and gender perspectives in governance: and the supporting output requires "The number of women standing for elections at all levels of government [be] increased and gender balance facilitated in governance". In response to such wording, the Clerk noted that she was worried that the Project required the Secretariat to ensure women were elected. This is an overly ambitious objective for a parliamentary support project. This design approach also overlooked the possibilities for *integrating* gender across all the other components, for example, by supporting committees to consider gender issues, by ensuring training included gender awareness and by supporting the development of law-making procedures which gave attention to gender issues.

15. The Project Design Document does mention the need to use Parliament to promote the achievement of the Millennium Development Goals (MDGs) but does not develop this as a major goal for the Project. As noted earlier, considering that the Government of Solomon Islands and the UNDP both support the goal of poverty reduction in accordance with the MDGs, this is a significant omission. UNDP projects are also explicitly required to integrate an HRBA approach into their design and implementation but this was not done.[13] As noted above in

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[12] Draft Solomon Islands Parliamentary Strengthening Project Phase 2 Concept Note, p.5, as at 30 January 2007.
[13] (2003) Human Rights Based Reviews of UNDP Programs: Working Guidelines, http://hdr.undp.org/docs/network/hdr/thematics/HRBA_Guidelines.pdf.

relation to gender issues, it is a lost opportunity that the Project Design failed to highlight entry-points for the Project to promote these issues. The UNDP publication, "Building Political Governance Frameworks: Advancing the Millennium Development Goals in the Pacific Islands through Parliamentary Strengthening", could have been drawn on to support activities promoting the MDGs.

16. As noted above, Solomon Islands has suffered from political instability for almost a decade, resulting in the coup of 2000 and a period of conflict and instability for the years prior to the RAMSI intervention. Considering this background, it is significant that the Project Design does not appear to have considered the inclusion of specific programming which takes into account Solomon Islands post-conflict context. Building enduring peace and democracy requires timely and dedicated support to the development of parliaments and MPs' capacity to act as peace-builders. As UNDP's 'Guidelines for the International Community on Parliaments, Crisis Prevention and Recovery'[14] make clear, the international community needs to increase its support to, and liaison with, parliaments in conflict-affected countries.

Recommendation 2: Ensure that the future designs reflect a human rights based approach to development and properly consider the integration of gender, MDGs and conflict sensitive programming options.

Risk identification

17. It is understood that the Solomon Islands PSP was developed before the UNDP Results-Based Management (RBM) approach was required to be applied to all UNDP projects. The document templates developed in support of the RBM specifically require that a risk log is attached to the project design (see Annex 2 for the template). However, due to the timing of the project design, a risk log was not required at the time the Solomon Islands PSP was formulated.

18. Nonetheless, as a basic principle of good project design, it is essential that important project risks are identified and appropriate strategies are proposed and integrated into the management and implementation framework from the outset. Even though there was no specific institutional requirement for a risk log, nonetheless, it is of concern that there is no risk analysis in the Project Document at all, either in the activity matrices or the supporting narrative, as such an analysis could have usefully underpinned the Project strategy. The Project was designed only a few of years after the June 2000 tensions which saw the Government ousted, and during a challenging law and order period for the country. In such a context, it is surprising that the project design failed to identify serious political instability as a potential risk. Notably, the post-election riots of April 2006 demonstrate the validity of such a risk assessment. Although Parliament was able to continue after the riots, the Induction Program which had been planned for April 2006 was delayed as a result of the riots. At a more detailed level, other risks which could have been identified included: difficulties with sourcing a qualified project manager; training fatigue by parliamentarians; resistance or slowness of parliamentarians to amend Standing Orders.

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[14] http://www.parlcpr.undp.org/docs/GPPS_Guidelines.pdf

Recommendation 3: All project documents must properly identify all key risks and strategies must be developed and integrated into the project design.

Monitoring Framework

19. The Solomon Islands Project Results and Resources Framework (RRF) do not sufficiently set out a monitoring and evaluation framework for the Project. The RRF includes a column titled "means of verification and/or indicators", but only 5 of the activities actually have anything listed against them in this column. For these 5 activities, there is a mix of means of verification (eg. review reports, feedback from constituents) OR indicators (eg. number of Public Accounts Committee meetings held, although it should be noted that a proper indicator would require a comparison of the number of meetings before and after the Project). Notably, no baseline is provided against which progress can be compared. To their credit, despite the lack of proper indicators, it is understood that the Project Team has been collecting some monitoring information, such as how many times committees are meeting and how many committee reports are now being produced. The Project Team has advised that the effort to develop an effective monitoring and evaluation framework is underway as part of the Parliament's corporate and strategic planning process.[15]

Recommendation 4: Include indicators in the Phase Two Project Design which are qualitative, quantitative and/or timebound (QQT) and capable of being monitored and include guidance in the Project Design regarding the method(s) for assessing indicators.

PROJECT MANAGEMENT

Human resources

20. The Project staff is comprised of a Project Manager, seven graduates, an ICT associate and an administrative officer. Prior to the recruitment of the graduate trainees, the Secretariat staffing size was extremely small and some staff were underperforming. Although there was effective staff leadership in place, the Clerk was without much skilled assistance. She required additional personnel to make real headway in improving service delivery to Members.

21. The first year of the Project had a managerial structure that divided responsibility between the Speaker as National Project Director (NPD) and the Program Manager. The Project Manager position was specified at a relatively junior level and the Project Document states that the position would be filled as United Nations Volunteer. A person was eventually recruited who, it is understood, had some legislative staff experience, but as a staff officer rather than as a manager. While the Speaker, as NPD, was a senior and experienced person,[16] he was busy with his other responsibilities and relied on the Project Manager to take the initiative and move forward with work plan activities. The Project Design anticipated activities over a broad range of areas and to deliver on them in practical terms meant hiring people to fill positions, as well as organizing

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[15] Tracked changes comments provided by the PSP Team to the Evaluation Team, 28 June 2007. The Evaluation Team did not observe the corporate plan development process during their in-country visit, but the PSP Team has subsequently advised that it has commenced and is currently underway.
[16] The Speaker, Sir Peter Kenilorea, is a former Prime Minister.

activities and recruiting short-term technical assistance. It is understood that some of the activities in the work plan, such as corporate management strengthening, would have been new to the Project Manager as her previous experience was not at a manager level, and would have benefited from a network of contacts with other parliaments and assistance organizations.

22. The second and subsequent years of the Project saw a more experienced administrator brought into the Project, who had recruited and trained people in the past and had run a parliamentary secretariat. His qualifications far exceeded the initial standard for the job specified in the Project Document and he was recruited at a more senior level. The second Project Manager initially joined the Project on a temporary basis whilst the current Project Manager was on leave. From the evidence gathered by the Evaluation Team, the Project Manager is an extremely experienced and highly competent manager. Clearly once he came on board, the Project took off. In the period since his appointment in October 2005, the Project successfully delivered against its outcomes, most notably through the recruitment of the graduate trainees and the successful Induction program for Members in May-June 2006.

23. Notably, the Project Manager's capacity to implement the Project was substantially improved by the decision of the December 2005 TPR to support a Graduate Trainee Program. This program enabled the Project Manager to recruit his own staff, rather than waiting for the Public Service Commission to fill vacancies and thereby provided a source of educated staff to support the implementation of the workplan. By choosing to devote initial energies to this task, the Project Manager forged the instrument for the delivery of many of the Project's other obligations. The seven graduates were recruited from amongst applicants who responded to an advertisement in late 2005. From the group interview with the seven graduate trainees, interviews with individual graduate trainees as well as with the Project Manager and other Parliamentary staff, it is clear that a talented and enthusiastic group of graduate trainees was selected. Both the Project Manager and the graduate trainees have established a good rapport with each other. The graduate trainees clearly hold the Project Manager in high regard. In turn, he has provided active mentoring and advice to each of them.

24. The graduate trainees have also been supported with appropriate information and communications technology, effective training programs including attachments to other Parliaments and participation in overseas conferences and training courses, and an extremely supportive Speaker and Clerk. From the minutes of the TPR meeting in December 2005 and in subsequent reporting, it is clear that the intention was for the graduate trainees to be absorbed into the Parliament Secretariat's permanent staff establishment if possible as part of the 2007 national budget. To this end, the Project Manager developed a budget submission requesting increased support for Parliament which was submitted to the 2005 TPR and progressed subsequently. It is understood that the Speaker of Parliament was initially wary of the graduate trainee strategy because he was concerned that it would be unsustainable. However, the success of the Project since the advent of the graduate trainees, has resulted in increased Solomon Islands Government support for the Project. The then-Public Service Minister, proved to be a strong supporter and through his and other efforts, the Government agreed to absorb the

graduate trainees into the permanent public service at a comparatively senior level in the 2007 Budget. That budget also includes substantial increases for the support of Parliament. The graduate trainees will join the Parliamentary Secretariat staff from the end of May 2007.

25. Overall, the management of the Graduate Trainee Program, as the principal human resource component of the Project, by the Project Manager appears to have been quite effective. The graduate trainees, in turn, have responded positively to a level of training and professional development in a relatively short period (14 months) and achieved a level of skill and experience that equivalent staff in another parliament would take years to reach. It is now understood that in 2007/08 the Project intends to recruit a small number of law graduate trainees to eventually fill vacancies in the Secretariat staff arising because two graduate trainees left the Project in early 2007. The law graduates will initially be employed and trained under the Project, but it is anticipated that they will have the opportunity for appointment into the vacant Secretariat positions by the end of the 2007.It would be useful to develop a corporate plan including an agreed Secretariat organizational structure to provide a framework for any future recruitment. It is understood that the Project commenced corporate planning work in June 2007 (after the Team completed its in-country visit and interviews), and that the sustainability of ongoing recruitment will be part of their corporate planning discussions.

Recommendation 5: Given the Project Manager's broad responsibilities in training, advising, recruiting, and deploying staff assistance, the relevant Terms of Reference in the Project Document should be designed to ensure that such positions will be recruited at a senior enough level to ensure the experience and connections necessary to perform as expected. The responsibilities of the Project Manager should also be clearly spelled out.

Recommendation 6: If any further graduate recruitment is undertaken by the Project, it should be undertaken within an agreed corporate framework, including a proposed organizational structure for the Secretariat.

Financial management

26. The Solomon Islands PSP is a joint funded project, with contributions made by UNDP and AusAID.

Expenditure (US$)[17]			
	Trust Fund	**TRAC**	**AusAID**
2004	19,067	13,019	11,442
2005	60,615	121,275	5,114
2006	---	133,227	322,481
2007	---	157,459	258,583
	79,682	**425,000**	**597,620**
TOTAL		**US$1,102,302**	

[17] Based on Quarter 3, 2006 Quarterly Project Report and data provided by UNDP Multi-Country Office.

27. The Evaluation Team was not able to assess the financial management arrangements in place prior to the mobilization of the second Project Manager, as the Team was not provided with quarterly narrative or financial reports for that period. The Team understands from their interviews that no quarterly reports were produced by the first Project Manager and submitted to UNDP.

28. It is understood that when the second Project Manager joined the Project there was no formal UNDP induction program in place and consequently he was not given an appropriate briefing on budget management or expenditure issues. There was some information provided about the amount of funding available for the Project, but information about the overall budget, its breakup over the activities and expected quarterly expenditure amount was not provided. It was not clear what involvement the Project Manager was supposed to have in the budget planning process. It is understood there was no budget analysis provided to him by the relevant UNDP DSU officer until mid-2006. There did not appear to be any forward-planning budget process. As a result, for example, during the planning for the Induction Program for MPs in 2006, the Project "ran out of money". When the Project Manager queried this problem, an emergency tranche of $30,000 was put into the Project's account as a temporary measure, however a clear budget analysis that was also requested was not provided. It is understood that Project staff salaries were also sometimes delayed.

29. It is understood that the new MCO project management team which is currently overseeing the Project has put in place more rigorous budget and financial management processes.

Recommendation 7: Provide comprehensive induction training for incoming Project Managers on budget planning and financial management processes before they arrive in-country.

Risk management strategies

30. As noted in paragraph 18 above, the Project Document did not at the time require a risk identification section or a risk log. At a practical level, regular monitoring and oversight is needed to ensure that risks are identified and then actively managed. Quarterly reporting can provide some of the information needed to manage risk. Notably however, the quarterly reports format used by the Project did not include a section in the narrative on risk identification and management. However, it is understood that the Project Manager uses the Quarterly WorkPlan matrix as an opportunity to identify risks at an activity level. It is not clear whether risks so identified are inserted into ATLAS as project risks, but this is a UNDP corporate requirement and if it is not being done, action needs to be taken accordingly.[18]

31. It is positive however, that the UNDP Sub-Office has now developed a strong relationship with the Project and is in regular communications with it. Risk identification and mitigation strategies should be part of the regular conversations between UNDP officer and the Project Manager. It would be useful for UNDP

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[18] UNDP Results Based Management Users Guide, Section 4.0 Procedures, sub-section 04, http://content.undp.org/go/userguide/results/project/running-a-project/?lang=en#4.0%20Procedures

officers to ask targeted questions to follow up identified risks in order to ensure ongoing feedback about the Project's progress and the timely identification of problems. This will also position the UNDP to support the Project to manage risks if high level intervention is required.

Recommendation 8: Require that reporting templates include a requirement to report on risk identification and management and ensure that such information is inputted into the internal UNDP ATLAS system, as required.

Monitoring and Oversight

32. The Project was to be monitored through a combination of oversight committee meetings and regular reporting. These are:

   - An annual Tripartite Review Meeting (TPR) with the UNDP, representatives from Parliament, the Solomon Islands Government, and the RAMSI MOG representative.
   - The Project Oversight Committee (POC), chaired by the Speaker who is also the National Project Director and has overall responsibility for the Project. The POC meets on a quarterly basis. Its other members include the Deputy Speaker, the Clerk, Opposition Members and the Project Manager.[19]
   - The Project Working Group headed by the Speaker and including the Clerk, Project Manager and UNDP Sub-Office Coordinator meets monthly to consider routine implementation matters.
   - Quarterly project reports and an annual report to be prepared by the Project Manager.

33. As noted above, the Project Manager advised that he did not receive a formal induction and was not given a briefing about his monitoring and reporting requirements. No template was provided for the production of quarterly project reports, so the Project Manager devised a template with the advice of the UNDP Sub-Office Governance Analyst.

Recommendation 9: Provide proper briefings to Project Managers regarding their reporting requirements and provide reporting templates to Project Managers (for annual reports and quarterly reports).

34. The most significant and decisive oversight mechanism proved to be the annual Tripartite Review. The Tripartite Review process was the instrument by which the Project was put back on track in December 2005.[20] The UNDP Resident Representative appears to have been well briefed and preparations for action had been agreed prior to the meeting. In that sense, the TPR constituted a significant decision point and as such, should be used by all parties to resolve issues, problems and obstacles to Project success.

35. The December 2005 TPR meeting made a series of critical decisions. The meeting decided to replace the first Project Manager (then on medical leave) with

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[19] Project oversight meetings were held during the first year and involved the project staff, the Speaker, Clerk, government and donor representatives. Many of these meetings were concerned with reworkings of the work plan in response to difficulties in meeting goals and discussions about the difficulties of hiring new staff through the civil service system.

[20] Parliamentary Strengthening Project, Tripartite Review, 2005. Saturday, December 3, 2005 at the King Solomon Hotel, Honiara, Solomon Islands.

the Acting Project Manager until September 2006, and to include a graduate trainee component, whereby graduate staff would be employed by UNDP directly to augment the Secretariat staff, rather than rely on public service recruitment. These two decisions, working in tandem, energized the Project. Nearly all the stakeholders interviewed mentioned the Project Manager and new graduate trainees in their discussions of Project characteristics and accomplishments.

Recommendation 10: The UNDP representative to the TPR should be fully briefed on approaching "decision points", options for action, and the views of other key stakeholders in sufficient time to prepare an effective and acceptable course of action.

Support and Ownership

36. The ownership of the Project by the Parliamentary leadership (the Speaker and Clerk) proved to be deep and thoroughgoing from the outset. The Speaker proved to be the Project's champion and he was ably supported by the Clerk. Sir Peter Kenilorea, the Speaker, was a long standing critic of past parliamentary practices. He had been interviewed during the Legislative Needs Assessment, as chairman of the Peace Monitoring Council. At the time he argued that "Parliament has adequate checks and balances for ensuring good governance… but in practice 'casualness, and an expedient approach to the law… leads to abuse of and lack of respect for the political system."[21] As Speaker and National Project Director he was in a position to act on these and other beliefs. His commitment and involvement in the Project was among the deepest of any Speaker encountered in the review of the four UNDP Pacific parliamentary projects. Project records indicate that he chaired every meeting for which there are records and frequently expressed himself on Project matters.

37. Members of Parliament became more committed to the project as its benefits unfolded. The Evaluation Team's interviews with MPs (Committee Chairs, Ministers, and others) indicated general satisfaction with particular Project activities (many mentioned the Induction Program and assistance from the graduate trainees). Perhaps a more active form of appreciation was the actual use that Committee Chairs made of Project-provided support by actually holding meetings on legislative business. This level of activity was rare in the past. It appears that the Project built support over time, based on what it did for MPs, particularly the Committee Chairs.

38. National government "ownership" of the Parliamentary Strengthening Project appears to have been initially more problematic. While most projects begin with some expression of support by the host country principals (usually in the form of official signature endorsements of agreements), the depth and stability of those commitments can sometimes be in doubt. Lack of serious support from the Executive manifested at the point that staff needed to be hired, with stalled efforts to recruit new staff during the first year. The Project Oversight Committee's early minutes discuss the reluctance of the Government to provide adequate staffing. The 2005 TPR Minutes refers to "the disappointing level of engagement by the government in the project." But while the Government was initially reluctant to facilitate the hiring of additional staff, it has subsequently proved willing to absorb

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[21] Clements, Legislative Needs Assessment, p. 12.

the graduate trainees into the Public Service as permanent staff of the Parliamentary Secretariat by the creation and filling of new positions. Perhaps the willingness to do so is also influenced by asking for the regularization of personnel who have already demonstrated their worth.

39. In any event, the National Government has now demonstrated increased levels of support for Parliament and the Project. As the Project has delivered more in the way of services and achievements, Government support has increased. The Government in 2006 allocated a very substantial increase to the Parliament's 2007 Budget and the then-Public Service Minister supported the incorporation of the new graduates into the parliamentary service.

Recommendation 11: The UNDP should recognize that the development or deepening of a sense of ownership on the part of parliamentary and other host government partners is an important goal of Project activities and should be treated accordingly in support, monitoring, and planning.

Communication

40. Communication between the Project and Parliamentary leadership appears to have been consistently good under both Project Managers. This was abetted by a sense of common purpose and physical closeness (the Project is in the Parliamentary Library and a short walk from the Speaker and Clerk). While the monthly Project Working Group seems to have functioned in the early months of the Project, the practice fell into disuse in favor of more continuous and activity driven discussions.

41. Communication between the UNDP Solomon Islands Country Sub-Office and the UNDP Fiji MCO appears to have varied. The first UNDP Project Portfolio Manager (PPM) apparently held project affairs rather closely and left relatively few records. This proved to be a problem when the first PPM left the UNDP and was replaced by another MCO PPM and a Governance Analyst in the Sub-Office. The paucity of records made the initial transition more difficult for both the new Project Manager in 2005 and the new PPM in 2006.[22] There have also been problems in getting particular things done which required action at the UNDP end. Even salary payments for the graduate trainees were, at one point, uncertain due to delays. Subsequent UNDP MCO and Country Sub-Office staff have had a closer relationship with the Project and the documentary record has improved considerably.

42. The RAMSI MOG Programme also has an on-going interest in the Project, both as a donor and as a stakeholder involved more generally in aspects of governance in Solomon Islands. Accordingly, they have monitored Project affairs relatively closely and have been significant contributors to discussions held in the quarterly Project Oversight Committee and in the Tripartite Review. At this level, communications appear to have been good and the donors now express confidence in the Project and are provided with information on a regular basis about what it is doing.

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[22] The new PPM helped the new Project Manager do what both termed to be a "forensic accounting" exercise to determine the state of available funds.

Recommendation 12: The Project Office and the UNDP maintain project based records files to be used to quickly brief new participants on what has preceded their involvement.

PROJECT IMPLEMENTATION

Initial implementation challenges: Year 1 delays

43. As noted previously, in the first year of the Project it was implemented by a Project Manager in cooperation with the National Project Director (the Speaker) and the Clerk. The Parliamentary Secretariat was to serve as the focal point in the sense that many of its personnel would be trained and the functionality and coverage of its offices expanded. Three sets of consultative groups were to shape implementation and to make decisions: a Project Working Group to meet monthly or bi-monthly to consider routine matters, a Project Oversight Committee to provide strategic advice and a Tripartite Review group (see paragraph 32 above for membership details).

44. Once the Project Manager was recruited, a schedule of meetings of the oversight bodies was established and meetings began.[23] Minutes of those meetings indicate that the Speaker was very concerned with getting more adequate staff to support MPs on select committees and various ideas were discussed to meet that need. The Speaker and Clerk felt the need for more staff acutely but they and the Project Manager experienced problems in filling their vacancies through the government's public service recruitment and hiring processes. Records also indicate revised work plans proposed by the Project Manager were discussed.[24]

45. During this first year, the actual pace of activities beyond delivering some training for MPs was slower than some of the participants, including RAMSI, the key donor, wanted to see. The Speaker, as National Project Director, considered his role as primarily that of a policy maker and wanted implementation to be handled by the Project Manager.[25] The Project Manager, for her part, worked at revising the Project Document as a pre-requisite for subsequent activity, but the discussion of these proposals delayed implementation efforts. The problem was summarized in the following reference: "Over the initial year of the project, substantial delays in the delivery of project activities resulted from the pursuit of recruitment of project staff through the ordinary government process, and by a pre-occupation with revising the scope and focus of the project as it is set out in the project document."[26]

46. The first Tripartite Review Meeting was held in December 2005. Prior to this TPR meeting, the Project Manager had taken leave and had been temporarily replaced by a senior legislative staff member from the New South Wales State Parliament in Australia. At the TPR it was agreed that the then Project Manager's contract would not be extended and the Acting Manager be invited to continue until the position could be advertised. In effect, the TPR participants decided to

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[23] The earliest available minutes are from March 31, 2005 for the Project Oversight Committee. No monthly working group minutes were available to the Evaluation Team.
[24] Project Oversight Committee Meeting #4, Friday, June 2005.
[25] Interview with the Speaker of Parliament.
[26] Project Fourth Quarter 2006 report, p. 9.

replace the Project Manager with the Acting Manager. This decision brought in a manager with a more appropriate skills and experience to a job, which the TPR participants now realized required a higher level of parliamentary and managerial experience than was initially thought. While some TPR participants were initially divided over the performance of the former Project Manager, the pace of activities under the new Project Manager persuaded them to back the decision.

47. A second major decision at the December 2005 TPR related to acting on the suggestion which had been raised in a number of meetings throughout 2005 that the Project establish the new graduates program (discussed above). The expectation was that these graduate trainees would be given active mentoring and advice from the Project Manager as well as appropriate and extensive training.[27] The graduate trainees would then be used to provide immediate staffing resources to the Secretariat. This change met the Speaker's concern that parliamentary committees needed immediate help. It is understood that the Speaker had initial misgivings because externally supported help may not have been sustainable once assistance was withdrawn. This objection was met by a plan to work these positions into the regular parliamentary service after the UNDP Project finished.[28]

Project Activities and Achievements

48. The Project has successfully implemented much of the initial Project Design and is highly regarded by those interviewed by the Evaluation Team. In summary, some of the major achievements of the Project are:
- The recruitment of the seven graduate trainees to provide research and secretariat services to the Parliament and, in doing so, contribute to the change management and institutional strengthening aspects of the Project as well as providing an effective working model to other Solomon Islands Government agencies;
- The development of a successful budget submission for the 2007 national budget deliberations to fund both capital expenditure on parliamentary infrastructure and recurrent expenditure, such as the permanent appointment of the graduate trainees;
- Delivering a successful Induction Program for Members in May-June 2006 which has become a model for other parliaments in the region; and
- Developing a parliamentary website, intranet, a members computer lounge with 8 PC's with internet connection, and an internet-enabled computer network for the Parliament.
- Re-establishing an effective library with core resources including on-line media resources and a strengthened research and information service.

49. Many of the Project's achievements are related to the successful implementation of the graduate program initiative. As noted elsewhere, once the graduate trainees were recruited and trained, they became the delivery system for many of the activities identified in the original Project Design. During a three month period,

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[27] Interview with Ruth Liloqula, former permanent Secretary for Department of Home Affairs.

[28] The Parliament's request to the Department of Finance during the 2007 budget deliberations included a request for an increase of $SI 6,780,346, a portion of which was intended to cover the "take-up" of new graduates and increases in the activity of parliamentary committees and maintenance and repairs on the National Parliament building. AusAid, fourth quarter 2006 Report, p. 4.

the graduate trainees were recruited through a rigorous selection process and then started on their program of mentoring by the Project Manager. They were appropriately trained and cross-trained. While they now regularly perform specialized functions (committee assistance, library, research public education, ICT support), their preparation made it possible to deploy them as required. They serve as a pool of skilled staff available to support more occasional activities ranging from the Induction Program (including assisting with the running of the induction program in Fiji), to committee briefings to research.

50. The graduate program aspect of the Project has performed several functions. First, it provided a way to get new personnel without going through the cumbersome government hiring process. Second, it performed a public function as a signature activity for parliamentary strengthening efforts. Its effects have been noticed by MPs and those in Government ministries and it has stimulated interest in emulation. Third, as a properly trained and managed group, they served as the "delivery system" supporting: the energizing of the committee system (the preparation of meeting materials, reports, and recommendations); the creation and maintenance of the information technology system; library and information management services; and the development of parliamentary education and civic education capacity. Fourth, the graduate trainees now comprise the strongest prospect for leaving a sustainable impact on parliamentary capacity. Members of Parliament are subject to relatively high turnover due to electoral uncertainties, some elements of the small permanent staff have been resistant to change or to providing more effective support, and the current Speaker, while highly supportive, is an elected official. One interviewee likened the role of graduate trainees as similar to that of permanent secretaries in government departments, because they are a source of expertise and continuity to help transient Ministers/MPs do their jobs.

51. Perhaps the most dramatic area of increase in Secretariat support for legislative functionality has been in the provision of committee services. Services available to committees has dramatically increased. Each committee is provided with dedicated secretariat support from the graduate trainees. One graduate trainee was nominated as a primary contact for each committee, with two colleagues to provide support. The graduate trainees provided briefing materials, research, and assistance with report drafting. Members responded with an unprecedented level of activity. A Project Progress Report for the period notes: "The result has been a re-energized Committee system. Whereas there were nine committee hearings in 2004, forty hearings took place from May 2006 to January 2007. The Public Accounts Committee held public hearings for the first time and met for 8 consecutive days to consider the 2007 Budget." The Public Accounts Committee (PAC) was particularly active in debating the 2006 Supplementary Appropriations Bill, during which project staff assisted the committee in organizing hearings, acting as clerks, and in initial drafting of the Chair's report.[29]

52. Interviews with Government officials also noted the developing relationship between the Public Accounts Committee and the Office of the Auditor General.

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[29] RAMSI - Machinery of Government Monitoring and Evaluation Report, 4 Monthly Report for Parliamentary Strengthening Project, undated (2006)

In a timely confluence of efforts, at the same time the Parliament has been supported by the UNDP, the Auditor General and his staff have been recipients of RAMSI Machinery of Government assistance. The PAC is an important public venue through which to present and amplify the Auditor General's findings and underscore its recommendations for reforms. MPs, for their part, responded in 2006 with a new level of attention to what had been a routine and un-remarked report filing in the past. Such a relationship between reformers in government and a parliamentary committee is useful for improving governance in general.

53. The other major area of high visibility achievement was the Induction Program conducted during May 2006.[30] It was the main activity aimed at the full membership of Parliament and brought together experts and political leaders from the region. It was counted as a major success as measured by attendance (91% of available members),[31] interviewee response, and emulation (similar programs were subsequently adopted for government ministries and for the Fijian Parliament). Significantly, this activity was staffed by the graduate trainees and conducted with the substantial programmatic assistance of outside organizations, namely the Commonwealth Parliamentary Association (CPA) and Centre for Democratic Institutions (CDI). It was both an achievement for the Project and an opportunity for outside organizations to fulfill their own missions of assisting legislative development in Solomon Islands. Developing these international relationships and networks should also be counted among the Project's achievements.

54. Additionally, there were improvements in library services. When the Project started, the Library had been decimated by lack of maintenance following the coup and no-one was using it. Since that time, it has been cleaned, refurbished (the graduate team now sit in the library) and restocked with basic materials. Efforts are still underway on library enhancement. The Project Team advised that Terms of Reference were developed for library technical assistance in a number of areas. It is understood that a report produced under the TOR has formed the basis of Project activities associated with library and information services. Notably, the Library has become the centre for the graduate trainees and the new services available to committees and members.[32]

55. The Project has also gone a step further and commenced work on implementing a comprehensive research and information management system. The Project purchased a system called ISYS, which is a computerized document management tool. The team is currently working to upload all Hansard records, reports and scanned daily newspaper clippings into the system. Significantly, ISYS allows for full-text searching of documents. When fully operational, it will allow parliamentary staff and MPs to search a wide range of local documents for quite specific data. At a practical level, storing documents electronically is useful in humid climates where people reported that documents have a tendency to

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[30] National Parliament of the Solomon Islands, Induction Program, 29 May to 2 June of 2006, with support of the Centre for Democratic Institutions, Commonwealth Parliamentary Association, Machinery of Government Program, and the New Zealand House of Representatives.
[31] See UNDP Annual Review Report, 2006, p. 4.
[32] Tracked changes comments provided by the PSP Team to the Evaluation Team, 28 June 2007.

deteriorate quickly. When ISYS is eventually uploaded onto the new parliamentary website it will be a useful tool for the public as well.

56. The Project has also done some educational outreach. The parliamentary website was made a priority initially, as a useful means for cheaply and quickly placing parliamentary information in the public domain. After an initial systems problem that slowed down work, the Project Team is hopeful they will launch the website in the mid-year 2007 sitting of Parliament. The Project has also produced Fact Sheets and brochures for students and the public on parliament and its functions. They have also run a program of school tours. The Project has also developed a contract with One News which sees dedicated 15 minute segments of edited highlights of sittings of parliament and committee hearings broadcast regularly. It is understood that these broadcast have gained enormous interest in Honiara.

57. While the Project has achieved considerable success in four of its target areas (improvements in secretariat support, representation, lawmaking and oversight), it has not achieved all of its goals. Some portion of the activities on the agenda— constitutional reform, revision of the standing orders, code of ethics—have been supported, but wait for decisions from a variety of bodies, such as the House Committee.

58. The fifth outcome area, "increased representation of women and gender perspective in governance", has not been as effectively implemented as the others. No women were elected in the 2006 general elections, but of course, it must be recognised that the receptivity of MPs and the behavior of voters are largely beyond the Project's control. Nonetheless, a CPA workshop on women in parliament planned for 2006 had to be delayed and no other workshops on gender issues have been implemented, although the Project did ensure that a basic gender component was included in the Induction Program. It was also not clear to the Evaluation Team whether gender had been integrated into activities such as the Standing Orders review and/or the briefings which graduate staff have been providing to committees. Interviews with women's groups indicated that there is an interest and basic capacity for women's groups to engage in parliamentary processes, but to date it does not appear that specific activities have been undertaken to tap this potential entry into gender sensitive programming. It is understood that the Project was involved with the Machinery of Government diagnostic study into impediments to women in the Solomon Islands attaining leadership positions and will continue to engage with future such MOG activities. The Evaluation Team has also been advised that the new Ministry of Women, Youth and Children has asked a representative to sit on its strategic planning committee.[33] The Project also advised that it does have plans to include gender programming in subsequent public education and workshop activities.

Recommendation 13: Ensure that a "signature activity" is identified early on in project implementation and energies be focused on getting it underway quickly.

Fidelity of Implementation to Original Design

59. The initial design was largely implemented as planned following the decisions of the Project Oversight Committee meeting in October 2005 and the subsequent

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[33] Tracked changes comments provided by the PSP Team to the Evaluation Team, 28 June 2007.

endorsement of these decisions at the first Tripartite Review in December 2005. This allowed for a return to the original project design and work plan with some modification in the delivery mechanism. The key element of this was the staffing restructure which involved the establishment of a graduate trainee program and a greater emphasis on change management through the introduction of new, qualified and committed staff.

Needs Met

60. In its design and implementation the Project has addressed many of the needs and practical solutions identified by local stakeholders in the Legislative Needs Assessment. This has consolidated and built on local buy-in for the Project. Since October 2005, the Project has successfully completed or is addressing in an ongoing manner all the outputs identified in its annual work plans (see also the achievements section above). As noted above, project activities such as the revision of the Standing Orders, development of a Code of Conduct for Members, and drafting of bills on Parliamentary Evidence and Parliamentary Appropriations yet to be completed are subject to the parliamentary decision making process and therefore outside the control of the Project.

61. In a 2007 review of progress against the 2006 work plan, the UNDP's Honiara Sub-Office concluded that that there were four areas still requiring attention: civic education; gender equality programs; the parliamentary website; and design specifications for MPs offices. However, from the evidence gathered by the evaluation team, considerable progress has been made in the development of the website (due to be launched in May) and the contracting of a consultant to undertake a survey of office accommodation options for the Parliament. The Project is currently attempting to work with other donors to move forward on some civic education and gender promotion activities. However, as noted previously, more work could be done to mainstream gender throughout the Project. Nonetheless, it is notable that the 2005 TPR accepted that, to get the Project back on track, it was acceptable to focus heavily on the institutional strengthening elements of the Project in the first instance.

Sustainability

62. As indicated elsewhere, the incorporation of the graduate trainees as regular parliamentary staff offers the best prospect for sustaining Project accomplishments into the future. The initial imperative was the recruitment of a capable staff. Once they were on-board, continuous on-the-job training and good management has made them effective officers. The demonstrable success of this effort contributed to the decision of the Government to create new positions in the Parliamentary Secretariat staffing structure and absorb the graduate trainees into the public service. As with all successful staff development work, the issue will now become one of retention. This will need to be carefully managed because the graduate trainees have been put on staff at such a senior level in the public service hierarchy, that it may well be attractive to them to attempt a lateral move into a senior public service job. Moreover, the heavy responsibilities they are now shouldering may also raise the chances of attrition through burn-out. Mentoring and skills development for the new cadre of staff will need to be carefully programmed into the Project to maintain their motivation to remain in parliamentary service.

63. More broadly, the Project has been alert to include sustainability planning in individual activities. For example:

  ➤ Induction: The graduate trainees facilitated in the Induction Program and are now familiar with what it takes to organize one. This was already demonstrated when the team was invited to Fiji to support the Fijian Parliament's 2006 Induction Program. The graduate trainees have also been given the opportunity to meet and liaise with relevant personnel at CDI, CPA, USP and other useful organizations.

  ➤ Website: In addition to the ICT Officer who runs the website, all of the graduate trainees have been trained to maintain the website and to enter new material as needed. The website will not rely only on the ICT Officer to be kept updated.

  ➤ Committee support: Committees are not only supported by a graduate with primary responsibility for secretariat services, but two graduate trainees are additionally attached to committees. This is smart sustainability planning, and will also contribute to a more rounded understanding of parliamentary issues by graduate staff.

  ➤ Library services: The systems of record keeping, retrieval, and maintenance are understood, used and managed by all of the graduate trainees. Although two staff have primary responsibility for the technology and for managing the clippings service, nonetheless, all of the graduate trainees know how to use the new systems.

Recommendation 14: Continue to upgrade the parliamentary service skills of the graduate trainees and put them into positions of increasing responsibility where their efforts have a good chance to yield visible improvements in parliamentary effectiveness.

FUTURE PROGRAMMING

64. The Terms of Reference for the Evaluation Team require the Team to "analyse and evaluate the performance of the Solomon Islands PSP, with a view to providing useful input into the Phase 2 design of the PSP, including:

  • Commenting on the framework proposed in the Phase 2 Concept Note, including recommendations (supported by a justification);

  • How the Project can most effectively coordinate and link in its work programme with activities being run by other national stakeholders, for example, in the areas of civic education and support women in parliament."

65. In addition, the Evaluation Team was asked to examine "how to effectively ensure that parliamentary support activities are formulated and implemented in accordance with a human rights based approach (HRBA) and UNDP's cross cutting issues of gender and human rights and the promotion of the Millennium Development Goals." Accordingly, the following section addresses the proposals for designing Phase Two outlined in the Concept Note and outlines a number of suggestions for consideration during the design process.

Proposed Phase Two Framework

66. The Project was due to end in August 2007. At the February 2007 TPR it was agreed to extend the Project to December 2007, to allow for time to design Phase Two of the Project which is proposed to run until the end of 2011. A Concept Note for Phase Two has been prepared by the Project in consultation with the UNDP Sub-Office. In essence, the proposed Phase Two strategy represents a consolidation of the Phase One achievements with an ongoing focus on the core areas of support through a program of institutional strengthening, approached through a revised project design structure. Phase Two also involves an expansion of the Phase One outcome areas of civic education and community engagement, which includes enhancing the participation of women in the political process. The Concept Note also includes work to support infrastructure development and highlights the importance of ongoing partnering with other projects, donors and other agencies.

67. The Concept Note proposes that in Phase Two the five outcomes of Phase One be replaced with a clearer and more simplified structure "based on the key functions of parliamentary institutions". There would be only one outcome – "the National Parliament fulfils its constitutional role as a legislative, representative and oversight body". The Secretariat would deliver support and services via five functional areas:
    - Procedural support;
    - Committee support services;
    - Information services;
    - Corporate services; and
    - Civic education and community engagement.

68. The proposed approach is designed to minimize overlap between project outputs and enable clearer reporting and better monitoring and evaluation. The proposed design framework is entirely feasible and compatible with the current design approach in that it is an extension of that approach, builds on what has been achieved, and fine tunes the management arrangement of the Project. It is focused on continuing to make Parliament more effective from the point of view of enhancing procedure and practice, the legislative and oversight processes and support services. Clearly these are fundamental issues that require ongoing attention and development.

69. The Evaluation Team supports the proposal to simplify the design structure for Phase Two. At an overarching strategic level, in designing Phase Two, it would also be useful if the Project Document - specifically the Project goal and outcomes – explicitly clarify the reasons why strengthening Parliament is important to Solomon Islands. Globally, there is increasing recognition that parliaments are a crucial development player and are in a unique position to support and promote development efforts.[34] The UNDP has noted that "responsive and accountable institutions of governance are often the missing link between antipoverty efforts and poverty reduction".[35] Notably, the Solomon Islands Government's "Vision

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[34] UNDP (2003) *Parliamentary Development Practice Note*,
http://www.undp.org/governance/docs/ParlPN_ENGLISH.pdf.
[35] UNDP (2000) *Overcoming Human Poverty*.

2020" document specifically identifies the Government's mission as *To improve the quality of life for all Solomon Islanders through a purposeful and directed development process..."* and the Grand Coalition of Change Policy Framework Document states that *"[t]he mission of the Grand Coalition for Change Government is to achieve development through a bottom-up and holistic approach that encompasses...the pursuit of the Millennium Development Goals..."* [36] Therefore, in the planning process for Phase Two, consideration could be given to including a reference to the Project assisting in promoting these national poverty reduction priorities by encouraging Parliament to address the Millennium Development Goals (MDGs) more explicitly.

Recommendation 15: Include in the Phase Two Project Design explicit reference to the role of the Project in assisting Parliament to support and promote national development and poverty reduction goals.

Consolidate institutional strengthening achievements

70. The Evaluation Team agrees that it is important in Phase Two of the Project to consolidate existing institutional strengthening achievements. In terms of corporate administration, the priority remains the retention of those staff initially recruited as graduate trainees and as of May 2007 absorbed into the permanent Secretariat structure. It is understood that the Project is also recruiting additional graduate trainees with specialist skills such as legal training.

71. The Project has recently commenced work on a corporate planning process, which can then be used to guide recruitment as well as the continuing development of the Secretariat.[37] This is an important step forward because the Secretariat appears to be going through a period of growth, and that growth could usefully be guided by an overarching framework which is clear to all parties, both within the Secretariat and within Government. A Corporate Plan supported by an organizational structure, could be used to underpin ongoing upgrading and change management (via skills development/training) within the Secretariat. In this context, it is notable that if more staff are brought on board, some sort of management structure will likely need to be developed. Additionally, while the graduate trainees have been the chief recipients of staff training to date, the rest of the Secretariat, for example, Hansard staff, also need to be more clearly integrated into the Project and into any Corporate Plan or organizational reform efforts. Finally, any Corporate Plan should consider issues around the establishment of an autonomous parliamentary service. Moving forward on that area was a requirement of Phase One, but it may well be that other options can be considered under the broad theme of promoting parliamentary independence.[38]

70. More specifically, the Evaluation Team anticipates that the Project will continue with its information services development. In particular, the continuous updating of the parliamentary website and its promotion in the community could be useful

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[36] Solomon Islands Government (2006) *Grand Coalition for Change Policy Framework Document, http://www.pmc.gov.sb/?q=node/378.*

[37] Tracked changes comments provided by the PSP Team to the Evaluation Team, 28 June 2007.

[38] The PSP Team advised in their tracked changes comments on the Draft Solomon Islands Parliamentary Strengthening Project Evaluation Report that many of the issues raised in this paragraph were part of the corporate planning process which has been presented to the Prime Minister. The Evaluation Team was not able to assess this work during the course of this Evaluation.

as is the planned work to integrate the new ISYS information management tool into the website itself. Ongoing development and maintenance of the ICT system appears well in hand with the recruitment of an ICT Officer. It is understood that this position has been included in Parliamentary establishment numbers.[39] Consideration may want to be given to attempting cost-sharing across UNDP Projects or across Pacific parliaments for the ICT Officers positions, as a number of Pacific Parliaments have identified the need for ICT support.

71. Almost every MP that the Evaluation Team interviewed identified the need for an infrastructure development program as a priority. The current Parliament building has extremely limited space for MPs, with only one committee room, plus a small resource room with some shared computers available because of the Project. In Phase One the Project has supported the development of an infrastructure plan. In Phase Two, it makes sense for the Project to continue to support this activity. Although the Project itself will be unlikely to attract funds for the work, it could usefully support attempts to mobilize funds from donors. The Project Team has advised their intention of presenting a cost benefit analysis to the Speaker and House Committee who will agree on the way forward. It is anticipated that a budget submission for funding under the 2008 development budget will be put to the Government and Prime Minister as part of the next budget cycle.[40]

72. There is also a need for a succession plan to be built into the Phase Two design. There is a danger of over-reliance on the current Project Manager. Alternative leaders of parliamentary staff, who could be trained to take over the management and mentoring role from the Project Manager, need to be identified. The Evaluation Team did not meet the Deputy Clerk, the person within a Secretariat who is often responsible for operational management issues. If this approach is not viable, such a person could possibly be identified from amongst the new cadre of staff brought into the Secretariat by the Project. Someone must be identified and groomed to eventually replace the Project Manager.

Recommendation 16: Assist the Parliament Secretariat to develop a long term Corporate Plan, supported by a clear organizational structure which clarifies management responsibilities and lines of staff accountability, and outlines how management staff will be supported with training.

Recommendation 17: Explore sustainability options for the Project ICT components, including recruiting a permanent ICT Officer to the parliamentary secretariat and/or exploring cost-sharing across UNDP Projects or across Pacific parliaments.

Recommendation 18: Address sustainability planning options to minimize reliance on the Project Manager over time, including for example, identifying a Parliamentary Officer who can be trained in management and mentoring.

Consolidate oversight / committee strengthening activities

73. Output 2 of the Phase Two Concept Note recognizes that committee support needs to continue to be a key area of activity for the Project. The revitalization of committees was one of the key outputs of the Project in its first phase and will

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[39] Tracked changes comments provided by the PSP Team to the Evaluation Team, 28 June 2007.
[40] *Ibid.*

need to be consolidated in Phase Two. However, the surge in committee meetings and other forms of activities witnessed during the first phase of the Project should not be expected to continue its trajectory. Convening meetings is an essential condition of committee development but it is not a sufficient condition for committee effectiveness. A turnover of interested and experienced Committee chairs and/or a backlash by the Executive could still undermine committee effectiveness in the future, and programming in Phase Two will need to actively tackle these issues.

Recommendation 19: Formulate Phase Two committee strengthening goals on the basis that subsequent capacity-building efforts could prove more difficult.

74. As noted previously, there has been considerable success in supporting the Public Accounts Committee to play a more active role in oversight of Government expenditure. However, if experience in other countries manifests in Solomon Islands, it may be that project successes in the area of overseeing the Executive will stimulate a reaction and efforts within the Executive to curtail Parliament. The Public Accounts Committee may be particularly vulnerable to this as it has been the leader in oversight to date. To minimize the likelihood and impact of potential political and bureaucratic resistance, programming in Phase Two could usefully be targeted at building relationships between MPs, the committee staff and the bureaucracy. At the very least, this may reduce misunderstandings and facilitate smoother committee operations. Additionally, it may assist both the Executive and Legislature to understand the duties and constraints each works under.

Recommendation 20: Encourage the interaction between Committee Members and secretariat staff and senior Government officials through the promotion of workshops and study groups in relevant policy areas.

75. While considerable attention was paid to strengthening the Public Accounts Committee in Phase One, now that the additional committee secretariat resources are available, more proactive targeting of support could be directed towards the other parliamentary committees. For example, some MPs interviewed noted that the Foreign Affairs Committee could be a more active committee as it could be used to empower parliament to discuss contemporary international relations issues, such as diplomatic relations with Australia, RAMSI and Taiwan, Pacific regionalism, and/or the ratification of international treaties (including human rights treaties).

Recommendation 21: Broaden out support to committees, so that a variety of committees are proactively supported by the Secretariat to inquire into contemporary political, economic, social and development issues.

76. Committees currently consider mainly policy issues and/or deal in expenditure oversight, because there is currently very little legislation tabled in Parliament. The Project was active in Phase One in supporting committees to review the few amendment bills that were tabled, but the effectiveness of committees as overseers of the legislative process is reduced if little or no legislation is available to them. In that context, the Project should consider whether and how it could work more closely with the Office of the Attorney-General to support a streamlined law-making process. In Marshall Islands for example, the Project has supported both

the Legislative Counsel in Parliament as well as lawyers in the Attorney General's office to undertake an on-line legal drafting course. A legal drafting workshop was also run for both Parliamentary staff and key government officials involved in the law-making process. This work was useful not only for skills development but also as a means of building linkages between the Executive and Parliament with a view to improving the law-making process over time.

Recommendation 22: Consider working more closely with the Cabinet Office and/or Attorney General's Department to facilitate the timely submission of legislation to Parliament.

77. Some work has been done on moving forward with procedural and legislative reform in Phase One. Most notably, some initial work has been done regarding the revision of Standing Orders. In Phase Two, it would be useful to target committee support resources more heavily towards the House Committee to encourage the Committee to play a more active role in managing Parliamentary business, as well as reviewing the Standing Orders more comprehensively. For example, the House Committee could be encouraged to develop a 6-monthly or annual parliamentary calendar. Further consideration could be given to simplifying Standing Orders to make sure they are appropriate to the local operational context and reflect the ways in which MPs in Solomon Islands prefer to discuss, debate and consider issues.

Extend engagement with MPs

78. It is anticipated that the Project will continue to provide ongoing training for Members, following on from the successful Induction Program in 2006. It would be useful to identify a staff member who will take responsibility for developing and coordinating the implementation of an annual training plan for MPs and Parliamentary staff. This staff member could then be given special training and mentoring. It is understood that one of the graduates was recruited as the Induction and Training Coordinator at a higher salary since February 2006 and could take the lead on this work, with the Project Manager's support.[41]

Recommendation 23: Designate and train a staff member to be responsible for developing and coordinating the implementation of an annual training plan for Members of Parliament (and Parliamentary staff).

79. The Project could also work with MPs individually, through their parties or as a group to raise awareness of how the proper discharge of their law-making, oversight and representative functions will be of benefit to the nation and to their communities. The Project may wish to attempt to connect this to a discussion of the Rural Constituency Development Funds, although the Evaluation Team understands that this area of work may be better handled at a regional rather than a national level.[42]

80. More work could also be done with MPs around ethics and accountability issues, as identified in the LNA. As the Office of the Ombudsman and the Leadership Code Commission are becoming more active with the support of RAMSI, it may

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[41] Tracked changes comments provided by the PSP Team to the Evaluation Team, 28 June 2007.
[42] Based on interviews with the UNDP MCO and some Solomon Islands MPs.

be that the Project will not need to lead on this work. However, the Project could still flag this as an area of work and facilitate activities to promote parliamentary accountability. Work on the introduction of a Code of Conduct and a pecuniary interest register for Members should be carried over into Phase Two if it is not completed in Phase One.

Extend public outreach activities

81. Members of Parliament in Solomon Islands have image and expectation problems. The future of the institution depends, in part, on policing the behaviors that lead to negative perceptions of MPs, but also on educating constituents as to the appropriate role of MPs. There appears to be considerable donor interest in civic education activities, such that the Project needs to be careful to coordinate with other local actors to avoid duplication and maximize the impact of its efforts. Nonetheless, the Project could usefully promote more regular and more effective interactions between MPs and civil society and between MPs and constituents. For example, in Marshall Islands, the Project has facilitated three Parliamentary Roundtables, whereby the leadership of the *Nitijela* (Parliament) met with: (i) Permanent Secretaries of Ministries; (ii) heads of agencies and statutory bodies; and (iii) members of civil society and the media. These were considered very successful and consideration is being given to extending them to the outer islands communities.

82. The Project could also consider working directly with civil society and the public to help make their interactions with Parliament more effective. This is legitimately the job of a parliamentary project because it will enrich the information environment in which parliamentarians operate. In the first instance, civil society groups (including women's groups) could be targeted for training, for example, on how to work with committees, analyze legislation and make submissions. This would contribute to the committee strengthening component. Committee members are most likely to be more informed about the decisions they are making if they are subject to informed efforts to sway them on issues on which they will have to act.

83. Consideration could be given to including more activities to strengthen media-parliamentary relations into the Phase Two design. The representatives of the media interviewed by the Evaluation Team advised that there had been improvements in access to information under Phase One of the Project, but that they still struggled to get access to timely copies of Hansard. It is also a major problem that they cannot get timely access to Bills. Although this is perhaps not a direct responsibility of the Secretariat, in that draft Bills sit with the Attorney General's office, nonetheless, it should be kept in mind, and relevant programming developed if possible. Consideration could also be given to identifying a dedicated Public Relations/Media Officer that the press could liaise with. Perhaps a pigeon-hole could also be dedicated for the Press in Parliament, where they could routinely pick up relevant material such as committee reports and Bills. Training could also be provided to MPs on dealing with the media so that MPs are more confident to engage and have a better understanding of the information needs of the media.

Recommendation 24: Consider roundtables with civil society groups (including women's groups) and government experts (in health, education and other areas).

Recommendation 25: Train committee staff along with civil society organizations in budget analysis in areas such as gender budgeting, analyzing the regional distribution of government spending, the health budget and poverty reduction measures.

Recommendation 26: Support better and more accurate reporting of parliamentary activities by creating the means to provide accurate information to the media and facilitating coverage of parliamentary proceedings.

Promote broader development issues

84. The prospect of a Phase Two design offers a useful opportunity to promote broader development issues, namely advancing the Millennium Development Goals, promoting gender and human rights, and supporting conflict resolution. In continuing to strengthen Parliament as the principal governance institution in Solomon Islands, the Project needs to develop the capacity of the Parliament to more effectively address these other vital issues.

85. Peace building and conflict resolution, and Parliament's failure to meet its responsibilities in this area during the crisis were highlighted among the areas of weakness in the LNA. Given recent history, Solomon Islands is still at risk of conflict, and this needs to be factored in. In future, any updated project design could usefully flag more entry-points for working with Solomon Islands MPs in support of peace. For example, when committees are being chosen for priority support, consideration could be given to targeting law and order or security sector committees. Members of Parliament themselves could also be given training on mediation, dialogue and communication skills, so that they can play a constructive role in handling divisive issues. Consideration could be given to promoting a "Peace Caucus" among MPs. Support for increased public outreach and information dissemination could also be useful, because conflict can sometimes be exacerbated if information is not available which the public can use to understand the parliamentary decision-making process. These ideas could be proactively discussed with MPs and other stakeholders when the Phase Two design is being developed.

86. Taking into account the agreement of the parties reflected in the Phase One Project Document, in Phase Two a greater emphasis needs to be placed on delivering in the areas of civic education and gender equality, two areas in which there has been limited focus during Phase One given the agreed strategy to concentrate on the institutional strengthening aspects of the Project. The Parliament could strongly support activities aimed at empowering women across the various components of the Project. Gender mainstreaming requires not only looking at promoting women in Parliament, but more broadly, raising parliamentarians' awareness and understanding of gender issues so that it is not just about women but about women and men. When the Phase Two design is being developed, consideration could be given to incorporating activities such as:
   - Providing training for Members on gender and gender budgeting;
   - Providing training for women's groups on the parliamentary committee system and how they can interact with parliament to promote their own issues;

- Research into gender and quotas;
- Exposure study tours of parliament for women;
- Mentoring of women by male MPs and/or encouraging women to volunteer to be support staff for MPs (as a work experience opportunity); and
- Roundtables with women's groups and parliamentarians.

87. The Phase Two design could also consider incorporating activities aimed at mainstreaming the other MDGs into the political arena through the mechanism of Parliament. This could be accomplished under the rubric of Output Five: Civic Education and Community Engagement in the proposed outcome-output model advocated in the Concept Note. Such activities might include:
- Promoting the MDGs via the committee system - eg. the Public Accounts Committee could address pro-poor budgeting in its inquiries, or sectoral committees could examine the impact of particular laws, policies or budget proposals on poverty reduction efforts; and
- Providing training on the MDGs in terms of achievements and comparative understanding of how other parliaments have promoted the MDGs, and consider including the permanent secretaries so they know what to do if/when the parliament asks for such information.

Recommendation 27: Consider incorporating into the Phase Two design activities focusing on the constructive role that Members of Parliament can play in mitigating conflict in Solomon Islands and in dealing with some of its causes.

Recommendation 28: Consider incorporating into the Phase Two design activities aimed at increasing awareness and supporting Parliament's capacity to engage with issues related to the Millennium Development Goals, human rights and gender.

ANNEX 1: LIST OF INTERVIEWEES

Project Team
Mr. Warren Cahill, Project Manager
Mr. David Kusilifu, Graduate Trainee
Mr. Derick Manu'ari, Graduate Trainee
Ms. Alice Piko, Graduate Trainee
Mr. Celsus Talifilu, Graduate Trainee
Mr. Jude Devesi, Graduate Trainee
Mr. Gordon Denty, ICT Manager
Mr. John Niuman, Admin & Logistics

Parliament
Rt. Hon. Sir Peter Kenilorea, Speaker
Sir Alan Kemakeza, Deputy Speaker
Hon. Patteson Oti, Minister of Foreign Affairs
The late-Hon. Joses Sanga, Minister of Public Service
Hon. Fred Fono, Leader of Opposition
Hon. Francis Zama, Public Accounts Committee chair
Hon. Francis Billy Hilly, Parliamentary House Committee chair
Hon. Martin Magga, Foreign Relations Committee chair
Hon. Milner Tozaka, Constitutional Review Committee chair
Hon. Edward Hunieheu, Bills and Legislation Committee chair
Hon. Selwyn Riumana
Hon. David Pacha
Hon. James Tora
Hon. David Sitai
Hon. Severino Nuaiasi

Parliamentary Staff
Mrs. Taeasi Sanga, Clerk
Mr. Chris Forau, Sergeant-At-Arms
Mr. Henry Bae'aro, Chief Accountant
Ms. Clera Pita, Hansard Editor

Government officials
Sir Nathaniel Waena, Governor General
Ms. Ruth Lioqula, Permanent Secretary, Ministry of Fisheries
Mr. Ranjit Hewagama, Legal Draftsman, Attorney-General's Chambers
Mr. Peter Coventry, Advisor, Ministry of Development Planning and Aid Coordination
Ms. Janet Tuhaika, Women's Development Division, Ministry of Home Affairs

UNDP
Mr. Ismael Toorawa, Solomon Islands
Mr. David Slattery, Solomon Islands
Mr. Navin Bahn, MCO

Donors and NGOs
Ms. Sue Ingram, formerly of RAMSI Machinery of Government
Ms. Suzanne Bent, RAMSI Machinery of Government

Mr. Peter Hooton, Australian High Commissioner
Ms. Heidi Bootle, Deputy High Commissioner
Ms. Josephine Teakeni, Director of 'Voice Blo Mere'
Ms. Sarah Dyer, National Council of Women

<u>Media</u>
Mr. Robert Iroga, Solomon Star Newspaper
Mr. Richard Toke, Island Sun Newspaper
Mr. Alfred Manesulia, Director of Government Communications Unit
Mr. George Herming, Government Communications Unit

Annex 2: Template of UNDP Risk Log

Excerpt from UNDP Results Based Management User Guide:
http://content.undp.org/go/prescriptive/Project-Management---Prescriptive-Content-
Documents/download/?d_id=246928

Purpose/Description of the Risk Log:
The purpose of the Risk Log is to provide a repository of information about the risks,
their analysis, countermeasures and status.

Format: FOR ATLAS LINK PLS CLICK HERE

Suggested MS Format of the Risk Log Matrix: please click here

See also an example of GEF log matrix.

Please note that the project team should use the Risk Log template in Atlas whenever at all possible.
Should the project team have limited access to Atlas, it is acceptable to use the MS Word template with
the composition below. The information provided in MS Word should be transferred into Atlas by a
UNDP officer with proper authority on regular basis.

Composition

- Risk ID: unique code to allow grouping of all information on this risk
- Description: brief description of the risk
- Risk type (e.g. commercial, legal, technical)
- Comments
    - o Impact: effect on the project if the risk were to occur
    - o Probability: estimate of the likelihood of the risk occurring
    - o Proximity: how close in time is the risk likely to occur
    - o Countermeasure(s): what actions have been taken/will be taken to counter this risk
- Owner: who has been appointed to keep an eye on this risk
- Author: who submitted the risk
- Date identified: when was the risk identified
- Date of last update: when was the status of the risk last checked
- Current status: e.g. dead, reducing, increasing, no change.

Derivation/Inputs:

Risks may have been identified in the Project Brief and should be considered when the Project Plan is being created. There should be a check
for all risks every time the Risk Log is reviewed and updated. The Project Executive Group has the responsibility to continually check external
events for external risks.

Quality Criteria:

- Does the status indicate whether action has been taken or is in a contingency plan?
- Are the risks uniquely identified (including to which project they refer if it came from a
  programme)?
- Has the risk been allocated to an owner?

- Is access to the Risk Log controlled?
- Is the Risk Log kept in a safe place?

Risk Log

Deliverable Description   **Date**

ID	*Type*	**Date Identified; Author**	**Description**	*Comments*	*Status*	*Status Change Date*	**Owner**