Global Programme for Parliamentary Strengthening III

Evaluation Report

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Executive Summary

Introduction

The Global Programme for Parliamentary Strengthening (GPPS) is a three-phase programme of development assistance to parliaments at the national, regional, and global levels. The first two phases of the GPPS programme were designed to respond to the needs of parliamentary bodies with a focus on providing pilot funding for UNDP Country Offices and in support of a longer-term initiative to identify and implement programmes of parliamentary development assistance on a demand-driven basis. The programme expanded to include seven national-level Country Office programmes, two Regional Service Centres (RSC), and a global component comprised of several unique and somewhat distinct projects currently in the primary or secondary implementation phase under the GPPS III programme umbrella.

An evaluator was contracted in February 2011 to conduct an evaluation of the GPPS III programme to date, inclusive of web-based interviews with available Country Office and Regional service centre field staff, a series of on-site interviews in UNDP New York office, and a series of on-site interviews with internal and external interlocutors in UNDP Brussels office. Project documentation and prior evaluation reports were reviewed in conjunction with interviews with relevant implementing partners and donors as was possible within the time and resource constraints of the project.

Despite a drastic reduction in available GPPS funds due to donor reprogramming in 2009, GPPS III—through the staff and partners working at the national, regional, and global levels of the programme—has accomplished a number of key programmatic goals within the overall project parameters and programme mandate.

In all cases, the GPPS programme is recognized for operating at its best when programmes are:

- *Demand driven.* CO and regional programming operate in a coordinated fashion, and when a participating CO identifies programming needs through direct consultation with local partners, those needs are then translated into CO and regional level activities with post-project follow-up.
- *Tested* pilot projects through a seed funding mechanism are implemented which then lead to field-based fundraising toward longer-term programme implementation with a thematic, relevant, and timely implementation strategy (for example, COs participating in conflict prevention and recovery efforts, regional MPs attending a conference on a given topic which then results in ongoing working groups)
- *Time limited.* Programme participation by those national, regional, and global parliamentary practitioners who have identified development needs, expressed interest in working with UNDP, and are then willing and able to maintain programme implementation momentum after the pilot project has been implemented

As is the case with other international organizations implementing comprehensive programmes of technical assistance in close cooperation with local, regional, and global partners, there is room for implementation modification and for a more refined approach to the development work UNDP is currently conducting under the auspices of the GPPS III programme and in accordance with UNDP-mandated programme of human development to follow in the years ahead.

A. Overall assessment

- Overall, the Global Programme for Parliamentary Strengthening (GPPS) has successfully leveraged limited resources to accomplish continued and incremental parliamentary process development at the national, regional, and global levels. Program success is notable for accomplishment of pilot projects through limited seed funding and despite significant sole-source donor fund reallocation.

- At the national level, the four participating Country Offices in Algeria, Lebanon, Mauritania and Niger[1] have remained committed to accomplishing the goals of parliamentary strengthening through independent fundraising and alternative funding mechanisms directed toward creative programme implementation strategies.

- At the regional level, the transition from PDIAR to the successor Arab Regional Parliamentary Project (ARPP) is underway, inclusive of independent financial and operational mechanisms. The nascent Conflict Prevention & Recovery project in the Arab States has exhibited identified implementation and regional success, whilst the West Africa Regional service centre is seeking to identify opportunities for greater regional cohesion and programme implementation funding moving forward. In all cases, it is noteworthy that these regional initiatives best serve CO pilot project needs when part of a coordinated, demand-driven, internally cooperative and thematic approach which is responsive to identified national-level partner development needs.

- Global programme initiatives remain active and well-received internally and externally, with the caveat that sustainable funding is needed to ensure that momentum is maintained so that AGORA, iKNOW Politics, the Parliamentary Benchmarking initiative, and the Global Parliamentary Report are maintained, enhanced and fully realized not only through 2011 but also in the years ahead.

B. Implementation strategies

- The ability to engage numerous partners at multiple programme levels is noted, with the commitment of internal and external partners evident not only during this third phase of GPPS assistance but also over the course of parliamentary assistance design and implementation and as noted by a number of external interlocutors.

- While flexibility and innovation were the hallmarks of programme design and implementation as reported in previous GPPS evaluations, the current programme would benefit from a return to that nimble and responsive strategy. This is of course contingent upon identification of multiple-source donors willing to provide flexibility in fund allocation and potential project fund diversion in response to emerging programme needs—particularly in light of recent political and social change in the current GPPS operational theatre of North Africa and the Arab States region.

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[1] Of the four extant CO programmes addressed in this report, the Niger office was unavailable for primary source content input during the duration of the reporting period. As such, content and programmatic references are based on information gleaned from extant reports and secondary information as provided by affiliated UNDP staff.

- As noted in previous evaluations, the regional programme is at its best when engaged in addressing potentially controversial and politically sensitive issues in an open and neutral way. This is noted through the use of venues sponsored by a recognized neutral international organization (e.g. UNDP) and within the context of a broad-based group of participants from various countries and representing a wide spectrum of political, cultural and religious backgrounds. For example, the effort to engage women MPs in regional conflict prevention and recovery or engaging parliamentary representatives toward improved legislative, representative, and oversight capacity without specific reference to the national level governments who are oftentimes seeking to maintain the status quo. This has become particularly apparent in the participating CO programmes and within the North Africa and Arab States regions to date in 2011.

C. Programme highlights

National-level Country Office Programmes

Algeria

- Participation by the Algeria National Council to the First Coordinators Council and Plenary session of the Pan African Parliament, organized in South Africa, with the sponsorship of UNDESA

- Participation by members of Parliament to a regional seminar on "Strengthening the Role of Parliaments in Crisis Prevention and Recovery" in the Arab States Region. The seminar was jointly organized by the GPPS and the Arab Inter Parliamentary Union

- In 2010, the Algeria CO continued to work with the Parliament to enhance IT capabilities, including conducting a consultant-based IT assessment, with subsequent training for staff to work as support on an IT help desk

- A legislative transcription system in development and being deployed which will allow full transcription of all parliamentary proceedings within four hours of end of session. This system is intended to be in place and with full operational capacity by the end of GPPS III (2011).

Lebanon

- During GPPS III, the Lebanon CO has worked with the Parliament on research capacity development, communication techniques and strategy, and committee development.

- Achievements include the creation of the draft of the National Human Rights Action Plan,[2] the organization of many roundtable discussions with experts appointed to draft the Action Plan, the organization of Human Rights Day celebration, the drafting of a research paper on children of the streets, the preparation of a draft law for women's protection from violence, and the preparation of background papers for the establishment of a Lebanese Parliament Internship Program.

Mauritania

- Training for parliamentary administration was conducted during a challenging political transition period

- UNDP partnership development assistance was provided, including formulation of a Parliamentary Development Strategy

- Training on oversight for MPs and parliamentary administration, including Rules of Procedure

- Implementation of a parliamentary proceedings recording project was accomplished in cooperation with GTZ[3]

Niger

- Following the coup d'etat in February 2010, UNDP conducted an in-country assessment to determine how best to continue work in Niger until political stability could be re-established

- Recommended work included engagement with the Parliament Secretariat while maintaining a cautionary distance from specific MPs and the government

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[2] See UNDP Lebanon web site http://www.undp.org.lb/WhatWeDo/governance.cfm and UNDP Lebanon Programme Document (2006—2009).

[3] Die Deutsche Gesellschaft für Internationale Zusammenarbeit (GTZ) is as of January 1, 2011 "GIZ" which incorporates GTZ with DED and Inwent. See: http://www.giz.de/

- Elections in 2011 will have a direct impact on potential programme work for the duration of this year and impact the potential development assistance at the national level

Regional Level Programmes

- *Arab Region*:
  - ➢ Regional parliamentarian working groups addressing issues relevant to contemporary political and social transition in the region
  - ➢ Support to women MPs engaged in regional networking and conflict prevention and resolution efforts
  - ➢ Regional Seminar on "Strengthening the Role of Parliaments in Crisis Prevention and Recovery" jointly organized by GPPS and the Arab Inter Parliamentary Union
  - ➢ On-site training in the French National Assembly on the functions of the French Assembly and the role of gender in the parliamentary process. This training was jointly organized and sponsored by the Parliamentary Development Initiative in the Arab Region (PDIAR)

- *West Africa*:
  - ➢ Regional response to piloting small-scale initiatives within constraints of reduced GPPS III funding
  - ➢ Programme initiatives to address the contemporary and urgent needs of participating Country Offices toward the goal of regional stability and conflict resolution as part of the regional Conflict Prevention & Recovery programme

Global Level Programmes

- *Global initiatives*:
  - ➢ The design and implementation of the AGORA parliamentary platform launched in March 2010, and inclusive of member-based parliamentary process, knowledge sharing, information exchange, networking, and parliamentary information resource availability through an innovative and broadly supported web-based portal and knowledge exchange platform.
  - ➢ The ongoing implementation and enhanced reach of the iKNOW Politics women's human development platform established at the end of GPPS II (2007) and enhanced through on-line networking, on line discussion circles, e-discussions, election talk,

and thematic virtual library initiatives during the GPPS III programme implementation period to date.

➢ A successful **Parliamentary Benchmarking** initiative which has resulted in the independent development and adoption of normative standards of parliamentary process as evidenced by the adoption of such standards by both SADC/PF and CPA and coincident with UNDP and GPPS partner development assistance on this topic since 2008.

➢ The development and implementation of the first phase of the **Global Parliamentary Report** highlighting the most recent and innovative approaches to parliamentary development from a regional perspective and in accordance with the overall GPPS multi-lateral approach scheduled for completion in 2011.
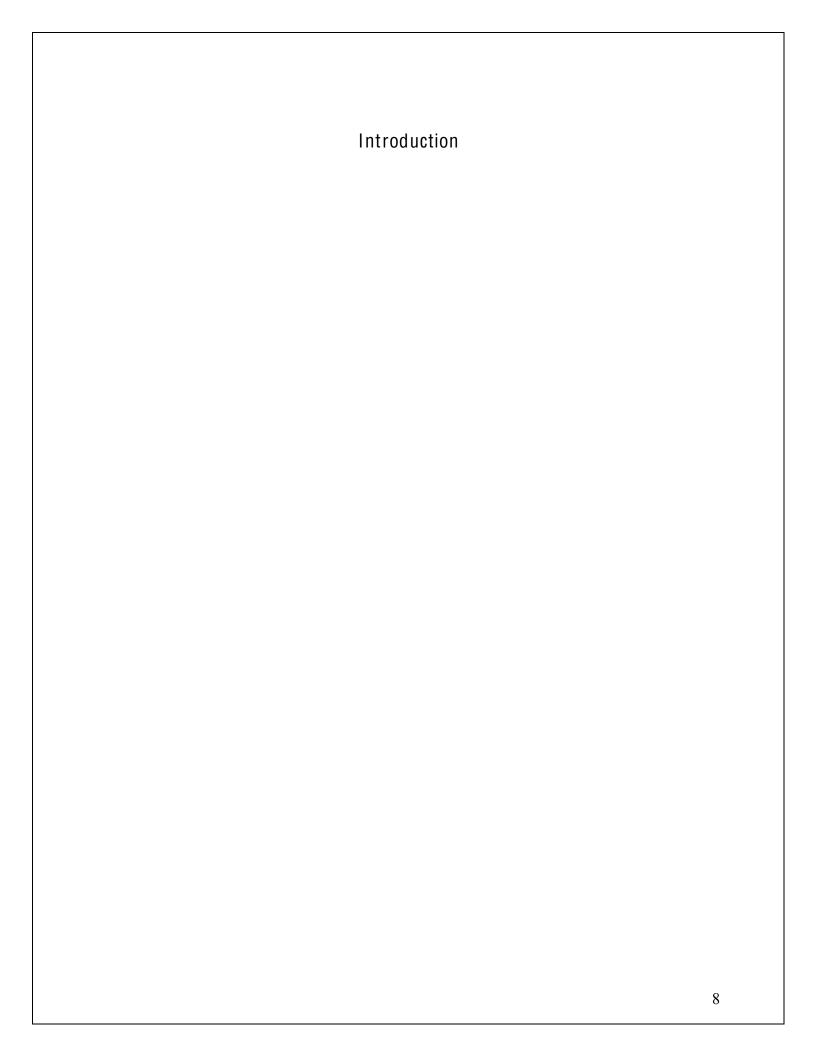
- *Cross-referenced Initiatives: Gender*

  ➢ The design and implementation of iKNOW Politics in 2007 under GPPS II which continued and was further developed and refined under GPPS III (through 2010) is a recognized component of political and parliamentary process support for women in the political sphere. In addition, GPPS national and regional programme components have had success in enhancing the role for and recognition of women in the parliamentary process during the implementation of GPPS III to date, including:

    o Design and pending delivery of assistance to women candidates for parliament prior to the scheduled November 2011 elections in Mauritania, including public speaking and campaign training modules.

    o Parliamentary field visits and constituent outreach (including women) in Algeria

    o Engagement of women MPs from the Arab States region toward the goal of conflict prevention & recovery.

    o Work at various stages with women MPs to ensure that they are afforded adequate and recognized voice in the political process in Algeria, Lebanon and Mauritania.

D. Focus areas for future work

While recognized for success in piloting parliamentary development initiatives over the past decade in accordance with the overall UNDP parliamentary process strengthening mandate to date, the evaluation report in summary recommends maintaining certain programme aspects whilst considering a number of changes to the overall operational and implementation mandate of the programme moving forward.

➢ Multi-level: continue to sponsor thematic and diverse participant conflict prevention and recovery working groups to ensure follow-on action toward sustainable human development in West Africa and Arab States regions, with an emphasis on UNDP's neutral and inclusive role as a regional and global partner. These working groups best serve societies and polities in transition which are potentially conflict-prone when based upon national-level identified thematic needs and in accordance with the demand-driven and national level programme implementation mandate. Effective communication, proactive coordination, and recognized internal agreement are

important components of this process to ensure continued and sustainable success for UNDP's multi-tier development assistance. It is also important to internally establish and recognize the coordination and "regional service centre" mandate of Regional service centres when planning and implementing regional-level development assistance.

➢ The reliance on a sole-source donor with implicit constraints imposed when a programme is designed primarily to coincide with donor-driven priorities has proven detrimental to the implementation of well-conceived and well-intended workplans for development assistance as outlined in ProDocs and the overall GPPS programme mandate. It is recommended that UNDP secure multi-source non-contingent donor funding with that funding dedicated to UNDP parliamentary development assistance during a given time period and as part of a clearly-defined and explicitly reserved parliamentary assistance funding pool.

➢ UNDP parliamentary development design is generally recognized for its national level (Country Office) strength. There is, however, an implied need to both diversify this portfolio whilst seeking to enhance the professional skill set of some CO representatives to deepen expertise of parliamentary process and the role of parliamentary representatives and staff. Likewise, UNDP might consider engaging other countries in pilot programme implementation beyond the scope of two in Francophone West Africa and two in the Arab States region as of 2011.

➢ UNDP has demonstrated an externally recognized expertise in addressing and engaging a broad base of participants particularly at the regional level on thematic issues which might otherwise be considered too politically sensitive for national level identification and engagement. As previously mentioned, the perceived neutrality of UNDP is a comparative advantage not only for regional work but also for engaging in fulfillment of the Millennium Development Goals through programme activity on such thematic issues as human rights and the environment, among others.

➢ The Global programming components are recognized as being both innovative and accessible to a wide range of MPs, parliamentary staff, and interested parliamentary practitioners. In the interest of sustainability and relevance, it is important to maintain both dedicated funding levels and project implementation momentum. This is particularly important for both the AGORA and iKNOW Politics web platforms as they move incrementally toward not only sustainable funding but also a critical mass of active and engaged members and repeat users. The Parliamentary Benchmarking initiative requires dedicated staff and consistent follow-up to ensure that during interim periods when no conference or workshops are planned that the process and best practices sharing activities are proactively maintained. Likewise, the relevance of the Global Parliamentary Report is in part reliant on timeline during which it is designed, drafted, revised, and delivered. Once published and presumably well received, forward planning should include relevant themes coincident with contemporary parliamentary development trends and regional parliamentary issues. Potential topics include: conflict prevention and recovery, human rights, the environment & climate change, the role of women in global parliamentary development, and parliamentary process through the budgetary process.

Introduction

GPPS Background[4]

> "For UNDP, democratic governance is a vital component of human development. Human rights, the rule of law, and democracy are ends in themselves; they are also central to the achievement of the Millennium Development Goals (MDGs), which represent the shared commitment of 189 nations to reduce extreme poverty in its many dimensions. A neutral, long-term development partner, UNDP is uniquely well suited to support emerging elected institutions and bring diverse political actors to the table in countries undergoing democratic transition. Parliamentary development is a robust and quickly expanding area of UNDP's democratic governance practice. The organization now supports over 50 parliaments around the world."[5]

In May 1999, UNDP launched, with the support of the Belgian Government, the first Global Programme for Parliamentary Strengthening (GPPS I) with the overall objective of strengthening the capacity of parliaments and improving the ability of elected officials to represent and be accountable to the will of the people.

GPPS I explicitly recognized good governance as a precondition for the attainment of sustainable human development and recognized that parliaments had a critical role to play in representing the will of the polity in the decision-making processes undertaken in Parliament. The programme was launched in the context of the relatively new and gradually increasing area of international co-operation - parliamentary development support. Knowledge of what could be done and what worked in this area was scarce. Among the chief aims of GPPS I, therefore, was pilot testing legislative assistance strategies with a view to understanding the variables critical to the success of parliamentary democracy in developing countries.

GPPS I intended to:

- Pilot and develop new modalities for UNDP's assistance to parliaments;
- Develop new modalities for UNDP to strengthen regional parliamentary cooperation, and;
- Undertake research and improve documentation on key parliamentary issues to enhance UNDP and other donor technical assistance and development support to parliamentary assemblies.

From 1999 until 2003, the programme supported national parliaments in Benin, Cambodia, Republic of Congo, Gabon, Kazakhstan, Malawi, Niger, Rwanda, Tajikistan, Timor-Leste, Uganda, and Uruguay. Regional support included training on budgetary oversight and gender budgeting. At the global level knowledge tools were developed, among others, on how MPs could contribute to poverty reduction strategies or national MDG plans elaboration and implementation monitoring. The programme also strengthened parliamentary associations and promoted networking among parliamentarians.

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[4] As excerpted and revised from the TOR for the GPPS III Evaluation, with reference to the Inception Report for this project.
[5] UNDP Support to Arab Parliaments brochure: http://www.arabparliaments.org/about/brochure-e.pdf

The lessons learned through GPPS I initiatives were documented through an extensive mid-term review that was conducted from May-August 2002 identifying lessons learned as well as ways forward for GPPS II. The review also contributed to UNDP's 'Parliamentary Development Practice Note' released in September 2002. On the basis of the achievements of GPPS I, its lessons learned and the conclusions of the discussions at the international policy dialogue conference on parliamentary development (November 16 2002), it was decided to prepare a follow-up, a GPPS II, which would focus on the following:

1. Support parliamentary development in regions where democratic development support was most needed, notably the Arab Region;
2. Build on the success of pilot initiatives in West Africa but better integrate the regional and pilot country level initiatives; and
3. Focus global attention on the matter of **parliaments' role in conflict prevention** and recovery

As a global programme with an active and sustainable learning agenda, GPPS II sought to achieve enhanced parliamentary capacity to represent effectively the interests of the people, control actively the executive and ensure solid law making through the following three interrelated strategies – common to the GPPS I programme.

(1) *Country level initiatives*: The strategy focused on testing alternative parliamentary development approaches with a limited number of national parliaments (each with its own peculiarities). These country level projects aimed to strengthen the parliament in their respective countries, to contribute to democratic outcomes and to come up with lessons learned useful for other parliamentary development efforts.

(2) *Regional Level Initiatives*: The country level initiatives were to be strengthened and the learning disseminated by regional training, networking initiatives and electronic dissemination. Where possible, regional initiatives were to engage regional parliamentary associations or institutions with a secondary objective of strengthening their capacity through the process. Regional initiatives were also to be utilised to stimulate additional capacity development efforts in the region and to forward discourse on democratic development or highly sensitive issues.

(3) *Global Level*: At the global level, GPPS II studied key political variables that may be critical to improving our understanding of how parliamentary democracy can be strengthened and/or impacted in developing countries. Issues such as parliament's role in conflict mediation/resolution were studied in greater detail. Activities to network and support women parliamentarians must be undertaken as those which seek to engender parliamentary debate and process.

In February, 2007 a mid-term evaluation was conducted of GPPS II. The authors concluded that GPPS was an important component of UNDPs work in the field of democratic governance. In particular, the "light" use of staff at the global and regional levels to administer the programme was noted. It also reflected the benefit of central coordination that included regional aspects and limited national presence. The report also noted:

- DGG should pursue greater engagement with the Bureau of Conflict Prevention and Recovery (BCPR) to expand its work in the field of parliaments and conflict prevention;
- Greater integration of the national, regional and global components was required, and;
- The need to develop a parliamentary web portal to facilitate the exchange of knowledge was evident.

As a result of the GPPS II evaluation, DGG decided to proceed with a third phase of GPPS ("GPPS III"). With the initial funding of the Belgian Government, GPPS III began in February 2009. The programme maintained its focus on the three levels – global, regional and national. In this phase the intent was to work in two regions – Arab States and West Africa – and seven countries – Morocco, Algeria, Lebanon, Mauritania, Niger, Benin and Rwanda. Regional working groups would be established to support the work at the national level. At the global level, GPPS III would support the development of a parliamentary development web portal, continue its work on parliamentary benchmarks and initiate the first *Parliamentary Development Report*. Parallel to these outputs, GPPS III was to create a similar structure specifically in support of the role of parliaments in preventing or reducing conflict. That work was to focus on two regions – Central America and the Arab States – and four countries (two per region).

After further review and engagement with the relevant UNDP Country Offices, it was determined that the programme would work with four national parliaments – Algeria, Lebanon, Mauritania and Niger. The conflict prevention component was expanded to include West Africa subsequent to securing additional funding for this purpose. As part of GPPS III and in anticipation of the final year of the programme, DGG hired a consultant to work on desk review, interviews with UNDP New York, UNDP Brussels, and UNDP Country Office staff, and to produce a GPPS III Evaluation Report.

Section One

Country reports

The GPPS National Program component focused on four pilot countries: Algeria, Lebanon, Mauritania and Niger. Each of these four countries has faced complex and diverse political, social, and economic challenges during the implementation of GPPS III and in particular through 2010. More than a decade after the introduction of GPPS I, the four national level programmes participating in GPPS III continue to devise and implement projects which are intended to nurture longer-term and sustainable funding beyond the GPPS-sponsored pilot project stage. In all cases, the GPPS programme is recognized for operating at its best when programmes are:

- *Demand driven.* CO and regional programming operate in a coordinated fashion, and when a participating CO identifies programming needs through direct consultation with local partners, those needs are then translated into CO and regional level activities with post-project follow-up.
- *Tested* pilot projects through a seed funding mechanism are implemented which then lead to field-based fundraising toward longer-term programme implementation with a thematic, relevant, and timely implementation strategy (for example, COs participating in conflict prevention and recovery efforts, regional MPs attending a conference on a given topic which then results in ongoing working groups)
- *Time Limited.* Programme participation by those national, regional, and global parliamentary practitioners who have identified development needs, expressed interest in working with UNDP, and are then willing and able to maintain programme implementation momentum after the pilot project has been implemented

Based on these key variables, GPPS can ensure that the COs receive the technical and advisory services they require to develop and implement programs in support of parliaments that not only meet international standards and are of a high quality, but that are innovative, impactful and more likely to be sustainable. In return, UNDP and the broader community of parliamentary development practitioners are able to ensure that solutions, tools and methods are tested and lessons learned can be shared globally. It is through this compact between field level programmers and global and regional technical advisers that GPPS has created a system that is cutting-edge and has become a global leader in developing some of the most important innovations in parliamentary development.

The UNDP parliamentary development project in Lebanon remains a respected technical assistance mechanism to develop the capacities of the Parliament. Recent achievements include the creation of the draft of the National Human Rights Action Plan,[6] the organization of many roundtable discussions with experts appointed to draft the Action Plan, the organization of Human Rights Day celebration, the drafting of a research paper on children of the streets, the preparation of a draft law for women's protection from violence, and the preparation of background papers for the establishment of a Lebanese Parliament Internship Program. In Mauritania, the parliament was faced with a boycott by the opposition, as part of the political crisis experienced following the 2008 coup d'état. The UNDP parliamentary project fostered a political dialogue and contributed to creating the conditions for a favourable environment in which the opposition has accepted to play its role within the constitutional order. Even in a context of political instability, recent democratization and severe budgetary limitations, the
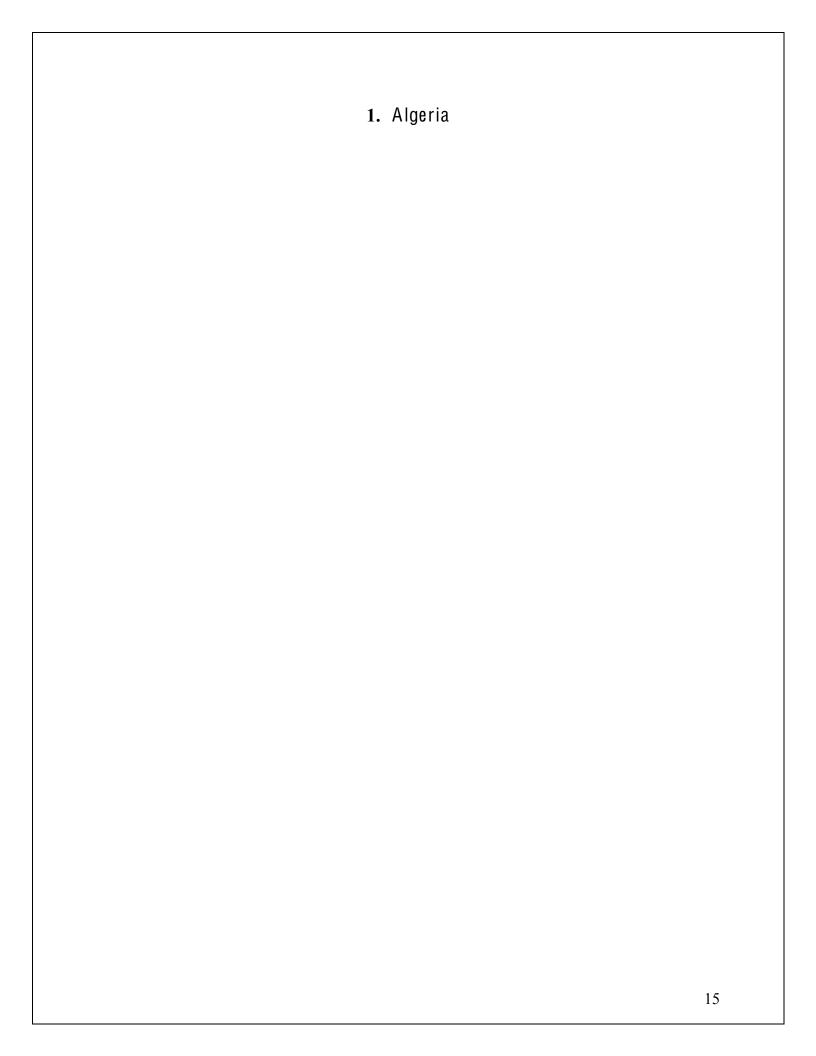
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[6] See UNDP Lebanon web site http://www.undp.org.lb/WhatWeDo/governance.cfm and UNDP Lebanon Programme Document (2006—2009).

parliamentary development project as of 2011 in Mauritania managed to achieve programmatic success and to realize incremental human development progress in partnership with national partners. The creation of a documentation centre at the National Assembly, the organization of a training session for MPs on PRSP mechanisms and procedures, gender aspects and the role of the parliament in passing the Poverty Reduction Strategy Paper Orientation Law and several other activities show an ongoing effort to bring about more efficiency in the Mauritanian parliament. In Algeria, activities mainly focused on strengthening new information and communication technologies (NICT). The UNDP parliamentary project in Niger is affected by the current political crisis; priority has been given to the 2011 elections in Niger. In this context, the GPPS team has been liaising with UNDP country office to assist the newly elected parliament.[7]

A demonstrated GPPS programme success in both Algeria and Mauritania is the implementation of GPPS-sponsored pilot projects at the CO level which resulted in identification of donors and funding for follow-on programming from 2011.

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[7] As excerpted from UNDP project documents and TOR for the GPPS III Evaluation Report

1. Algeria

Summary

The Algeria programme met a number of programmatic goals defined in the workplans provided for implementation to date during GPPS III. Despite evident challenges and political constraints since 2009, CO staff worked with national level partners to address regional level concerns, the needs of the Algerian Parliament as expressed in the ProDoc and defined in the project workplans, and despite the limitations imposed by political transition in the country which was mirrored in the region at large.

Specifically, the Algeria CO operating with GPPS seed funding for pilot project work from 2009 accomplished a number of results, including:

- Participation by the Algeria National Council to the First Coordinators Council and Plenary session of the Pan African Parliament, organized in South Africa, with the sponsorship of UNDESA

- Participation by members of Parliament to a regional conference on "Strengthening the Role of Parliaments in Crisis Prevention and Recovery" in the Arab States. The seminar was jointly organized by the GPPS and the Arab Inter Parliamentary Union

- In 2010, the Algeria CO continued to work with the Parliament to enhance IT capabilities, including conducting a consultant-based IT assessment, with subsequent training for staff to work as support on an IT help desk

- A legislative transcription system in development and being deployed which will allow full transcription of all parliamentary proceedings within four hours of end of session. This system is intended to be in place and with full operational capacity by the end of GPPS III (2011).

Country Background

Algeria's government is comprised of a formal semi-presidential system with a bicameral parliament consisting of the National People's Assembly (*Al-Majlis Ech-Chaabi Al-Watani*) with 389 seats and the Council of Nations with 144 seats. The NPA MPs are elected through a party-list proportional representation system to serve 5-year terms. In the Council of Nations, 96 members are elected by indirect vote to serve 6-year terms and 48 members are appointed by the President to serve 6-year terms, with the Algerian Constitution requiring that half of the CoN representatives be renewed every three years. Parliamentary elections are currently slated for 2012, with Presidential elections to follow in 2014.[8]

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[8] See the International Foundation on Election Systems (IFES)/Algeria:
http://www.electionguide.org/country.php?ID=4

Regional upheaval and popular protests in Algeria and across North Africa have resulted in changes to freedom of expression and freedom of the press. The Algerian Constitution guarantees freedom of expression. However, the 1992 state of emergency which remained in effect through 2009, allowed the government to legally penalize any speech deemed threatening to the state or public order. The current Press Law further restricts freedom of expression by criminalizing writing or cartoons which are perceived to be offensive to the president, parliament, the judiciary or the armed forces.[9]

The struggle for independence and the resultant political and social upheaval that followed is an important consideration when formulating development assistance in Algeria.

GPPS Background

- UNDP support to the Algerian parliament has been continuing since 2000

- As a result of GPPS pilot funding, the CO secured donor funds from the Norwegian and Dutch governments is intended to complement and enhance IT capacity development and the link between civil society and parliament from 2011

- Since 2005 under GPPS II and to date under GPPS III, UNDP has provided capacity development assistance to both houses of the Algerian Parliament

- The primary modality for support has been through organization of workshops and national and regional conferences

Evaluation summary

- The success demonstrated through work with both houses of Parliament during GPPS III and as initiated under GPPS II is noteworthy and a CO achievement

- As noted in the GPPS II evaluation and in accordance with the CO ProDoc, UNDP has provided sponsorship for limited participation in regional conferences during the course of GPPS III implementation

- Technical assistance to the Algerian Parliament includes provision of IT equipment to allow parliamentary proceeding transcription and electronic distribution of those proceedings. An IT help desk has been established, with parliamentary staff training provided to increase the effectiveness of the system.

Comments and recommendations

- The project has been limited in scope since the transition from GPPS II to GPPS III due to donor fund reallocation. The programme team also experienced concurrent transition and as a result, limited transitional programme activity

- The extant programme team focused on staff transition in a limited funding environment during the first phase of GPPS III implementation

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[9] See Freedom House/Algeria: http://www.freedomhouse.org/template.cfm?page=251&year=2010&country=7767

- With additional funds secured from the Norwegian and Dutch governments, the project is moving forward with GPPS-funded pilot initiatives to include IT, women MPs, and Parliament-civic engagement

- With additional funding and a full complement of programme staff in place, the CO is likely to build upon past success with additional national and regional programming

Detailed assessment

1.1. Political Context

The GPPS III programme followed its two predecessor phases in Algeria within a specific context of political transition and democratic institutional consolidation. The introduction of multiparty democracy in the late 1980's engendered severe social disagreements regarding the nature of the Algerian state, culminating in violent civil strife and the cancellation of elections planned for 1991. Power was retained by military authorities until the political and social situation stabilized and a cautious process of political reform was restarted. In the constitutional revision of 23 February 1996 a number of important reforms were introduced, notably the creation of a bicameral parliament. Drawing from the earlier political experience, the 1996 revision outlawed political parties created on a religious basis, as well as parties with regionalist, linguistic, racial, or corporatist platforms. The revision opened the way for the elections of 1999 which were a key step in the progressive return to constitutional normalisation, reinforced by the politics of national reconciliation adopted by the new authorities. With the elections of 2004, and the continuation of these reconciliation policies, Algeria entered in a phase of consolidation of the peace process and of its democratic system. Given this dynamic, it is anticipated that new perspectives of democratisation are possible in which parliament can play an important role.

The National Popular Assembly (APN or Assembly) is composed of deputies elected by direct universal suffrage, the National Council (CdN) which plays the role of senate, is made up two-thirds by senators elected indirectly from wilayas and commune councils, and one-third nominated by the President of the Republic from leading figures in the scientific, cultural, professional, economic, and social fields. Both chambers have legislative responsibilities and the power of government oversight, but only the Assembly has the right to initiate laws, as well as the right to amend legislation proposed by the government. In order to adopt laws the senate requires a three-quarter majority whereas the APN requires only a simple majority. Bills can only be adopted into law if they are approved by both chambers of parliament. The functioning of the two chambers is indicative of the positive evolution of the constitutional system in Algeria. Nevertheless, despite the advances noted, Algerian democracy remains fragile and still marked by the country's recent history, thus justifying support to continuing democratic development through programmes such as GPPS.[10]

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[10] As excerpted and revised from the GPPS II evaluation with full GPPS II author recognition and credit.

Of note is the current political context in Algeria and the region overall. Recent events in 2011 indicate that continued development assistance in Algeria would benefit from UNDP's perceived neutrality and ability to act as an objective platform for national dialogue and regional engagement. Planned activities toward enhanced parliamentary-civic engagement at the national level and regional conferences or working groups focused on conflict prevention and recovery are likely to serve as positive catalysts toward parliamentary strengthening in the country.

1.2. Origins and objectives of the project

The UNDP established a Country Office in Algeria in 1977 on the basis of an office agreement. Development assistance is coordinated by the Ministry of Foreign Affairs and the Director General for Multilateral Relations. Current development assistance is based upon the extant Country Program Document for 2007-2011 as prepared with mutual agreement between UNDP and Algerian government authorities. The Country Program focuses on three main issues: human development, governance, and environmental protection. All CO activities integrate a gender approach, which constitutes a fourth pillar for action. The Country program is part of the United Nations Development Assistance Program (UNDAF) for 2007-2011.[11]

The GPPS II programme of support to the Algerian parliament was included within the United Nations cooperation programme for 2002-2006. The GPPS III programme was subsequently included in the 2007 – 2011 plan for Algeria (UNDAF), and the second UNDP-Algeria Country Cooperation Programme (CCP). It extends the cooperation between the Algerian parliament and UNDP that began with a somewhat different non-GPPS programme of support that extended from 2002 – 2005.[12]

Previously, the Algeria programme concentrated primarily on the strengthening of parliamentary democracy through improvements in relations between the parliament and the citizenry through creation of constituency offices. Parliamentary assistants were engaged who were charged both with assisting deputies in their preparation for parliamentary debates (for example through the preparation of basic research) as well as performing secretarial functions including receiving visitors. Despite the interesting focus of the earlier project, financial constraints meant that it was only able to reach a minority of deputies.

This prior support enabled deputies to better engage in participative democratic processes, including proactive engagement with constituents, and led to the formulation of the current plan of development assistance to promote direct citizen engagement with Parliament and parliamentarians planned for 2011.

1.3. Project partners

Under GPPS II and as continued during the course of GPPS III, UNDP Algeria CO collaborated with a number of different partners, particularly in the funding for IT related activity and in the

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[11] UN Country Programs/Algeria: http://www.dz.undp.org/anglais/index0.html and ProDoc/Algeria.
[12] As excerpted and revised from the GPPS II evaluation with full author recognition and credit. See also: UNDAF Algeria 2007—2011 http://www.undg.org/archive_docs/8523-Algeria_UNDAF.pdf

organization of study missions and exchanges. These partners have included the French National Assembly, the Belgian, Dutch, and Norwegian governments, the GPPS III PDIAR and Conflict Prevention & Recovery regional programmes, and the Arab Inter-Parliamentary Union.

1.4. Principal activities

Due to identified funding reallocation and high staff turnover during the course of GPPS III, the implementation of GPPS III activities was limited in the second half of the third phase, although noted for accomplishment of workplan-mandated IT and regional participation activities.

The project is being implemented under the National Implementation Modality (NIM). One of the important tasks was to establish quality assurance through a monitoring framework. The first step was to ensure regular coordination meetings between the two national project directors and UNDP. A project steering committee at a higher level was introduced and implemented.

- Early in 2010, a meeting took place with the participation of the Secretary Generals of both Chambers, two Members of the Parliament, UNDP Resident Representative and Representatives of the Ministry of Foreign Affairs. A similar follow-on meeting is to take place in 2011 to present 2010 achievements and approve the 2011 workplan;

- Annual coordination meetings were held between the Project Coordinator and the National Project Director to monitor the project workplan and review the progress of GPPS activities;

- A Project Assistant was deployed mid-2010, and participated in induction training at the French Assembly on the role and organization of the French Parliament in December 2010

For the final year of the GPPS III programme, the CO intends to utilize extant funding to:

- Build the legislative and administrative capacity of the Algerian Parliament through revision and publication of the Parliamentary Terminology Glossary and Legislative Procedures, including training of the Protocol staff;

- Conduct workshops on strengthening the role of women in Parliament, including public speaking and leadership skills development;

- Conduct national and regional workshops between MPs and CSO representatives as financed by the Dutch government with a draft concept note previously submitted to Parliament;

- Continue to upgrade and enhance parliamentary IT capacity, and;

- Continue independent CO-level fundraising to conduct GPPS-initiated activities beyond 2011

1.4.1. The gender dimension is widely integrated into the activities of the Algerian parliament

- Support for the network of Algerian women parliamentarians established during GPPS II

- Participation of a woman Deputy from the National Popular Assembly to one week training at the French National Assembly in Paris, France, on the functions of the French Assembly and the role of gender in the parliamentary process. This training was jointly organized and sponsored by the Parliamentary Development Initiative in the Arab Region.

1.4.2. Strengthening of Parliament's legislative capacities

- Participation of a member of the Algeria National Council to the First Coordinators Council and Plenary session of the Pan African Parliament, organized in South Africa, with the sponsorship of UNDESA;

- Participation by two MPs to the Regional Seminar on "Strengthening the Role of Parliaments in Crisis Prevention and Recovery" in the Arab States Region in Amman, Jordan. The seminar was jointly organized by the GPPS and the Arab Inter Parliamentary Union

- Training and capacity-development activity on legislative process and staff administration planned for 2011

- $320k in follow-on funding from Norway and the Netherlands secured in 2010 for project work through the end of GPPS III, with intended engagement between MPs and civil society as a result and consistent with the Algeria 2011 workplan[13]

1.4.3. Strengthening Parliament's access to information and information tools

- In 2010, the Algeria CO worked with the parliament to enhance IT capabilities, including conducting a consultant-based IT assessment, with subsequent training for staff to work as support on an IT help desk

- A legislative transcription system in development and being deployed which will allow full transcription of all parliamentary proceedings within four hours of end of session. This system is intended to be in place and with full operational capacity by the end of GPPS III (2011).

1.5. Assessment of Project Results and Recommendations

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[13] $200.000 USD was allocated to the 2010 AWP on UNDP TRAC source. $56.662 USD has been disbursed as of December 31st 2010, of which 88% spent on program activities (ITC capacity development mainly) and 12% on support (salary of new assistant and project equipment).

In November 2009, Algeria began participation in GPPS III in cooperation with the Algerian Parliament. Since July 2010, programme capacity and output limited due to GPPS funding constraints. The UNDP has been working with the Algerian Parliament since 2000[14], with that development assistance a sensitive area due to political considerations in the country—a fact particularly evident in 2011.[15]

There are two intra-parliamentary Algerian national programme managers in place, with one each n the Senate and the National Parliamentary Assembly. The UNDP cooperation with the Parliament is under the supervision of the Algerian MOFA, including expected outputs in capacity-building for both houses of Parliament.

At present, UNDP programme in Algeria is not a direct intervention, with reporting and project sign-off to the parliamentary steering committee addressed by the two resident coordinators without direct UNDP involvement. As a result, the Parliament has ownership of UNDP-supported assistance, although implementation efficiencies are reduced in terms of internal process delays, and the speed at which project-related documentation and expenses are handled by parliamentary staff.

The Algerian Parliament (like many in the region) is a conservative and traditional entity. While there is identified need and development capacity for follow-on UNDP intervention après GPPS III, it is necessary to oftentimes too strictly define potential interventions in the Country Office ProDoc and work plan(s) well in advance of oftentimes unanticipated needs which are identified and arise on an ad hoc basis.[16]

One noteworthy success of UNDP Algeria programme of late is the formulation and implementation of an integrated system for parliamentary debate which will be posted within four hours of Senate or NPA sessions on-line. All proceedings will be transcribed, although important to note that this project is not GPPS funded.

Since 2009, and as a result of restriction of funds, Algeria has been operating to an increasing extent independent of GPPS funds or programme engagement. The UNDP Project Coordinator left the Algeria CO in June 2010, replaced in August of last year. For the current CO representative, the formulation, implementation and assessment of programme activity in the Algeria CO will require at least the duration of 2011, with GPPS essentially not part of the CO development assistance planning or implementation strategy. For example, the two staff

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[14] With a longer-term in-country programme in place since 1977. See: http://www.dz.undp.org/anglais/index0.html
[15] Since February 12, 2011, Algerians have been demonstrating against corruption, high unemployment and an a rise in basic goods prices, even though the country is the fourth largest exporter of crude oil in Africa and an important producer of natural gas. Protesters have also called for the resignation of President Abdelaiz Bouteflika, who has been in power since 1999. The Algerian Constitution was amended to allow President Bouteflika to run for a third term, which resulted in a 2009 electoral victory. The Algerian government has officially reported that the protestors comprise a minority of the Algerian populace. See: The Economist/Algeria: http://www.economist.com/node/17510405 and Global Voices/Algeria: http://globalvoicesonline.org/specialcoverage/algeria-protests-2011/ .
[16] This is noted regionally with the example of the popular uprisings across North Africa and among the Arab States beginning in February 2011 and continuing as of this writing in May 2011.

members in the Algeria CO have been working for seven months (October 2010—March 2011) on the parliamentary transcription project, including project research, drafting, and implementation planning.

The Algeria CO would wish to continue working within the GPPS programme framework given sufficient funds to accomplish such activity. The CO has secured alternative funding to accomplish three main programme priorities by December 2011:

1) The aforementioned parliamentary transcription system;

2) Facilitating proactive interaction between civil society and Parliament[17], to include a series of topical meetings between CSOs and MPs to ensure citizen input into parliamentary process and priority setting, and;

3) Regional meetings between MPs and citizen groups at the regional (e.g. municipal) level.

Algerian society, like many of its neighboring countries in the region, is noteworthy for the predominance of youth among the general population. With approximately 50 percent of the populace aged 25 or younger, it is important to consider the impact and import of programmatic work which will address the employment, civic engagement, parliamentary representation, and general welfare needs of this majority demographic.[18]

It is also incumbent upon UNDP to identify, process, and retain a sufficient pool of expertise (e.g. consultants, trainers and advisors) who are proficient in both French and parliamentary process in the North African context.

Another issue of concern is ensuring that women in Parliament have the opportunity and experience of finding and expressing their voice in the political process. In Algeria, men are traditionally the social representatives, with women playing a secondary role. Currently, women are represented within the Parliament at or about 7 percent of the overall membership of the Senate and NPA. As part of UNDP Algeria human development mandate, it is also important to identify opportunities for employment, vocational training and literacy for women within Algerian society, and indeed across the MENA region.[19]

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[17] See also NDI and WBI project involving Parliamentary Monitoring Organizations (PMOs), http://www.agora-parl.org/sites/default/files/Research%20project%20on%20parliamentary%20monitoring%20organizations.pdf .
Note also the "Citizens' Agora" project which is part of the European Parliament's citizen engagement and public policy formulation project. See:
http://www.europarl.europa.eu/parliament/public/staticDisplay.do?id=70&language=EN

[18] According to the United Nations, approximately 50 percent of the population in the Middle East and North Africa (MENA) region is aged 25 or younger. See: YOUTH IN THE MIDDLE EAST AND NORTH AFRICA: DEMOGRAPHIC OPPORTUNITY OR CHALLENGE? by Ragui Assaad and Farzaneh Roudi-Fahimi.(http://www.prb.org/pdf07/youthinMENA.pdf)
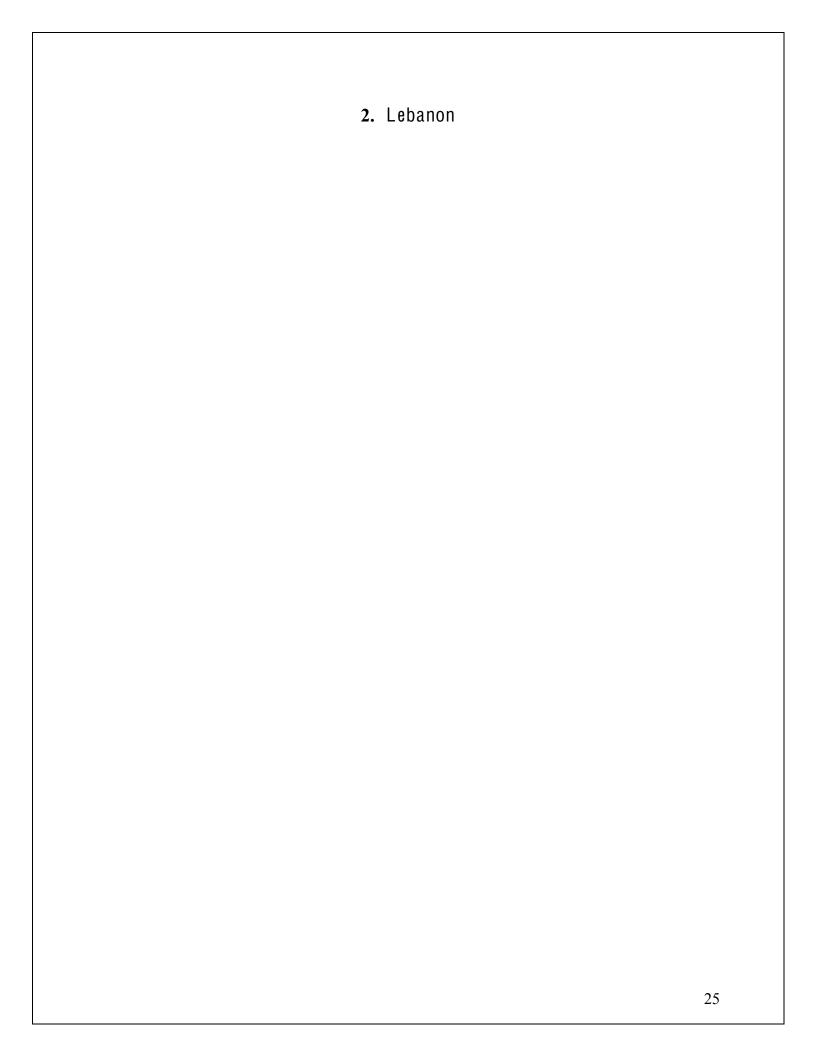
[19] See: Women in North Africa—Secure More Rights by Mary Kimani (http://www.un.org/ecosocdev/geninfo/afrec/vol22no2/222-women-secure-more-righs.html) and North Africa Overview (Emory University) at http://www.law.emory.edu/ifl/region/northafrica.htmlc

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The UNDP Algeria CO is devising training seminars for women MPs to include public speaking and leadership modules.[20] As noted previously, submission from UNDP New York of qualified consultants for CO review and possible deployment for this training would be beneficial to the Algeria programme in 2011.

Finally, there is a need for *internal* UNDP staff regional meetings for COs, to include Regional service centre participation. Due to time, resource, and infrastructure constraints, there are not enough opportunities in a given programme year for direct interaction, idea exchange, best practices sharing and the like. At present, there is a perceived limited level of direct communication—and as a consequence limited programmatic coordination and cooperative project implementation—between Country Offices and separately between Regional service centres and COs.

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[20] The availability and dissemination of such modules noted by Piyoo Sochar (iKNOW Politics) within the context of a separate evaluation interview. The availability of some modules in French on the AGORA portal may also be of benefit to Country Offices (http://www.agora-parl.org/fr)

2. Lebanon

Summary

The Lebanon country programme was recognized for a consistent level of development programme achievement during the first two phases of GPPS. During the transition to GPPS III and despite evident challenges caused by political circumstances, field staffing transitions, and funding levels, the CO was able to maintain at least some pilot project work consistent with the GPPS mandate while focusing available resources on a number of projects.

During GPPS III, the Lebanon CO continued to work with the Parliament on research capacity development, communication techniques and strategy, and committee development. Achievements include the creation of the draft of the National Human Rights Action Plan,[21] the organization of many roundtable discussions with experts appointed to draft the Action Plan, the organization of Human Rights Day celebration, the drafting of a research paper on children of the streets, the preparation of a draft law for women's protection from violence, and the preparation of background papers for the establishment of a Lebanese Parliament Internship Program.

Country Background

- Lebanon is a modified parliamentary republic with a unicameral parliament

- The country has a complex religious mosaic reflected in a formal distribution of state institutions between the communities

- Between 1975 and 1992 the country endured a serious civil war in which external actors were also involved

- The country has particularly complex relationships with its neighbors Syria and Israel

- The institutionalization of state structures is low for a country of Lebanon's level of economic development[22]

- Parliamentary elections were last held in June 2009, with a series of sub-national legislative elections held in 2010. Forthcoming parliamentary elections are slated for 2013 and presidential elections are scheduled for 2014[23]

GPPS Background

The joint UNDP Lebanon and Lebanese Parliament Project started in 1999 in the framework of a Cooperation Agreement signed by UNDP and the Speaker of the House of Representatives. Since 2005, the project has also benefited from the support of UNDP's Global Programme for Parliamentary Strengthening. This project supports the efforts of the Parliament in achieving its developmental objectives, reinforcing its structures, processes and human resources in order to improve the effectiveness of its legislative, oversight and representative functions.[24]

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[21] See UNDP Lebanon web site http://www.undp.org.lb/WhatWeDo/governance.cfm and UNDP Lebanon Programme Document (2006—2009).
[22] As excerpted from GPPS II Lebanon Country Report
[23] See IFES/Lebanon: http://www.electionguide.org/country.php?ID=120
[24] Excerpt from the Lebanon ProDoc 2009-2011.

Evaluation summary

- As noted in the GPPS II report and reported to the GPPS III evaluator by the Lebanon CO during the course of this evaluation, the continued broad-based support for the project from all the key actors in a fractured political environment continues

- As was the case during prior GPPS implementation phases, it continues to be difficult to measure programme impact given the unstable and conflictual political environment—particularly in light of recent events in the region during 2011 to date

- There are numerous challenges inherent in working with the Lebanese Parliament, including capacity, administrative obstacles, and committee ability to recognize and fulfill its mandate. Training is an ongoing need.

Comments and recommendations

- The project continues to be a worthwhile endeavor, although its impact is limited by the nature of the state system and the continuing political and regional crises

- Both CO and regional level programming would benefit not only from a sustainable funding base but also from a perceived need for more intensive and collaborative engagement with Parliament moving forward

- MPs might benefit from an increased level of participation in regional conferences, working groups and even greater support for participation in the on-line parliamentary community established through AGORA

Detailed assessment

3.1. Background

Lebanon is a constitutional parliamentary republic with special provisions safeguarding the representation of the country's religious groups in its state institutions. Lebanon's parliament is a unicameral, 128 seat legislative chamber. The 128 members of parliament are drawn 50% each from the country's Moslem and Christian communities, with the 64 members from each of these communities allocated in turn to the religious groups within the two broader faith communities. Also in accordance with Lebanon's constitution and the 1989 Taef Accords, the Speaker of Lebanon's parliament is a member of the country's Shi'a religious community, although elected by all the members of the parliament. The complex balancing of faith communities is reflected in other state institutions; the President of Lebanon is selected from the Christian community, while the Prime Minister is a Sunni Moslem.

Lebanon has had a complex and often turbulent history. Part of the Ottoman Empire for several hundred years, the country eventually became a French Protectorate after the empire's collapse. Lebanon achieved independence in 1943. Lebanon has often been drawn into the continuing conflict between Israel and Palestine, and about 10% of those residing on Lebanese soil are Palestinian refugees displaced after the creation of the State of Israel. Between 1975 and approximately 1992, Lebanon endured an intense civil war that led to the deaths of many thousands as well as wholesale destruction of what had been a flourishing economy. The 1989

Taef Accords formed the foundation of a return to peace, although the Accords remain only partially implemented. Lebanon has often been impacted by powerful neighbours including Israel, which has physically attacked the country on several occasions and occupied parts of southern Lebanon from 1978 to 2000. Syrian troops were present in several parts of Lebanon between 1975 and 2005 and exercised significant influence over the country's affairs. The relationship between Syria and Lebanon is extremely complex, with disagreement over Lebanon's relationship to a 'greater Syria' that was a sub-jurisdiction of the Ottoman Empire and that included Lebanon. Despite the departure of Israeli troops from southern Lebanon in 2000, low-level conflict continued between Hezbollah militias and Israel and erupted into a full-scale Israeli bombardment and another limited invasion of southern Lebanon by Israel forces in 2006.

Lebanese political movements are rooted in the country's various confessional groups, but are also historically identified with various political ideologies of the Left and Right, disposition towards Arab nationalism, and attitude towards the various external actors who play a direct and indirect role in the country. Most political movements have or have had association with militia forces, although significant efforts have been made towards disarmament of most militias since the end of the civil war. Alliances between the various political forces have shifted considerably over time. In recent years the major opposing political alliances have been multi-confessional.[25]

In 2007 a political crisis between the government and the opposition forces led to a complete paralysis of the parliament despite the few national dialogue sessions called for by the speaker of the parliament. In May 2008, the violent confrontations in the streets of Beirut, the Mountain, and areas in the North and Biqa'a forced all parties with the intervention of the Arab League to meet in Doha, Qatar and reach an agreement known as Doha Agreement, to end hostilities, revive institutions, elect the President of the Republic and agree on a new electoral law for 2009 parliamentary elections. As of 2011, continued regional unrest and the political instability caused by ongoing or potential conflict has had a deleterious impact on Lebanon's parliamentary process and institutional capacity-building.[26]

3.2. Origins and Objectives of the Project

Lebanon was not originally one of the country pilots of UNDP/GPPS programme. However, under GPPS II, a contingency fund was set aside permitting quick response to emerging situations at the national, regional, and global levels. It was under this provision that the Belgian government agreed to support the joint UNDP/Lebanon Parliament Phase III "Strengthening the Structures of the Lebanese Parliament" 2005 – 2007 which was intended for continuation under GPPS III through 2011. The project as designed had five primary parliamentary development objectives:

- Consolidation of Parliament's role as a place of dialogue to support national reconciliation

- Strengthening of the legislative services of the parliamentary administration

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[25] As excerpted from the GPPS II Country Report with full GPPS II author credit.
[26] As excerpted and amended from UNDP ProDoc/Lebanon

- Strengthening of Parliament's role as guarantor of constitutional order

- Integration of a human rights approach in parliamentary work

- Support to inter-parliamentary cooperation/diplomacy

Since 1992, the Lebanese Parliament has been deploying efforts to modernize its parliamentary administration, ensure the capacity building of its staff and improve parliamentary performance. In order to help the Parliament achieve its goals, Speaker Nabih Berri and UNDP resident representative, Yves de San, signed a cooperation project in 1999. The project was commissioned in 2000; since its inception it carried out a vast set of activities that serve the goals of parliamentary development.

The project was able in a few years to establish itself as a necessary technical assistance mechanism to develop the capacity of the parliament in various ways, including helping out with bilateral agreements with both the French Parliament and the Belgium Parliament in addition to linking the Lebanese Parliament with many Parliamentary Unions and centers such as the Canadian Parliamentary Center, International Parliamentary Union, and the Arab Parliamentary Union.[27]

3.3. Parliamentary partnerships

The programmes operated between 2000 and 2005 were targeted to institutional strengthening, covering the classic parliamentary responsibilities of legislation, monitoring and oversight of the executive, representation, and international parliamentary diplomacy. The project specifically entailed providing books and database materials to the parliamentary library, production of a series of studies, annual reports, bulletins and research on issues of relevance to the various parliamentary committees and their mandates, assisting the parliamentary committees in presenting law proposals and organizing working meetings with relevant members, providing participation of parliamentary delegations and Parliament staff members in regional and international seminars, organizing legislative and linguistics training sessions at the Parliament for staff members, organizing training sessions for employees abroad(in the French Senate and National Assembly, the National Administrative Institute (ENA), the Belgian Parliament) and a series of seminars and workshops on national and international interest to the Lebanese parliament. The 2000-2005 activities also involved the participation of civil society organizations in most of the seminars.

The Centre for Legislative Development at the State University of New York, Albany (CLD-SUNY) has been working with the Lebanese parliament since 1994, on a number of activities that parallel or are complementary to those provided through GPPS-UNDP. Included in these projects are support to the library and archiving system, support to the internal communications structure of parliament, budget analysis support, and policy dialogue exchanges with the United States. In recent years the CLD-SUNY has decreased its focus on parliament in favour of a concentration on municipal government development. As of 2011, SUNY Beirut-based research staff is working on completing revisions to the upcoming publications of a

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[27] As excerpted from ProDoc Lebanon (v. 2009)

parliamentary/political/legal Arabic-English glossary, a research guide on Arab parliaments (English/Arabic/Internet), and a questionnaire for Arab parliaments.[28]

In addition, the Lebanese Parliament has been the beneficiary of development assistance from the UK-based Westminster Foundation for Democracy (WFD) and the United States Agency for International Development (USAID). WFD assistance commenced in 2006 and USAID has been engaged in-country since 2008. WFD has focused development assistance on enhancing the ability of the Lebanese Parliament to oversee government spending, particularly by establishing a parliamentary advisory unit to provide information and technical assistance on the oversight role. The WFD parliamentary programme expanded in 2008 to include other aspects related to strengthening human resources development under The Westminster Consortium programme. The USAID programme is coordinated by an in-country representative office and development assistance is conducted indirectly through such implementing partners as SUNY/CID.[29]

Lebanon participates in most of the relevant international parliamentary organizations including the Inter Parliamentary union, the Arab Inter Parliamentary Union, the Association of Secretaries General of Parliaments, among others. In addition, Lebanon's parliament has bilateral arrangements to receive support from the French National Assembly, the French Senate, and the Belgian Chamber of Representatives.[30]

3.4. Project Activities

During the initial stage of GPPS III, (2008-2009), the Lebanon CO focused on three major political events with direct impact on parliament's activities during 2009-2012.

- The election of a new President of the Republic by Spring 2008 following Doha Agreement
- The adoption of a new electoral law prior to the 2009 legislative elections
- The legislative elections conducted in 2009

Following these elections, a new parliament was comprised and a new government formed. The role of UNDP project in support of the parliament has as a consequence become increasingly relevant to the extent that the CO could assess and engage within the current financial and staffing constraints of the programme at the national level. Per the Lebanon ProDoc of April 2009, GPPS III intended to continue to provide support to the parliament for a more effective role of the Lebanese parliament as an arbiter of national dialogue and reconciliation, mainstreaming human rights in the legislative process, and strengthening the Lebanese Parliament's legislative, oversight and representation functions.

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[28] As excerpted and amended from the GPPS II report. See also: SUNY/CID Lebanon Legislative Center at http://www.cid.suny.edu/our_work/current_projects/our_work_projects_Lebanon.cfm

[29] Reference the Westminster Foundation/Lebanon website: http://www.wfd.org/pages/standard.aspx?i_PageID=12428. See also USAID/Lebanon: http://www.usaid.gov/lb/programs/governance.html

[30] Ibid.

3.5. General Assessment of project

Within the project parameters of the GPPS II evaluation, an on-site assessment was conducted in January 2007. Within the parameters of the current evaluation (and indeed as reflected in all four Country Office reports contained within this evaluation), resource and time constraints precluded an on-site assessment of the project.
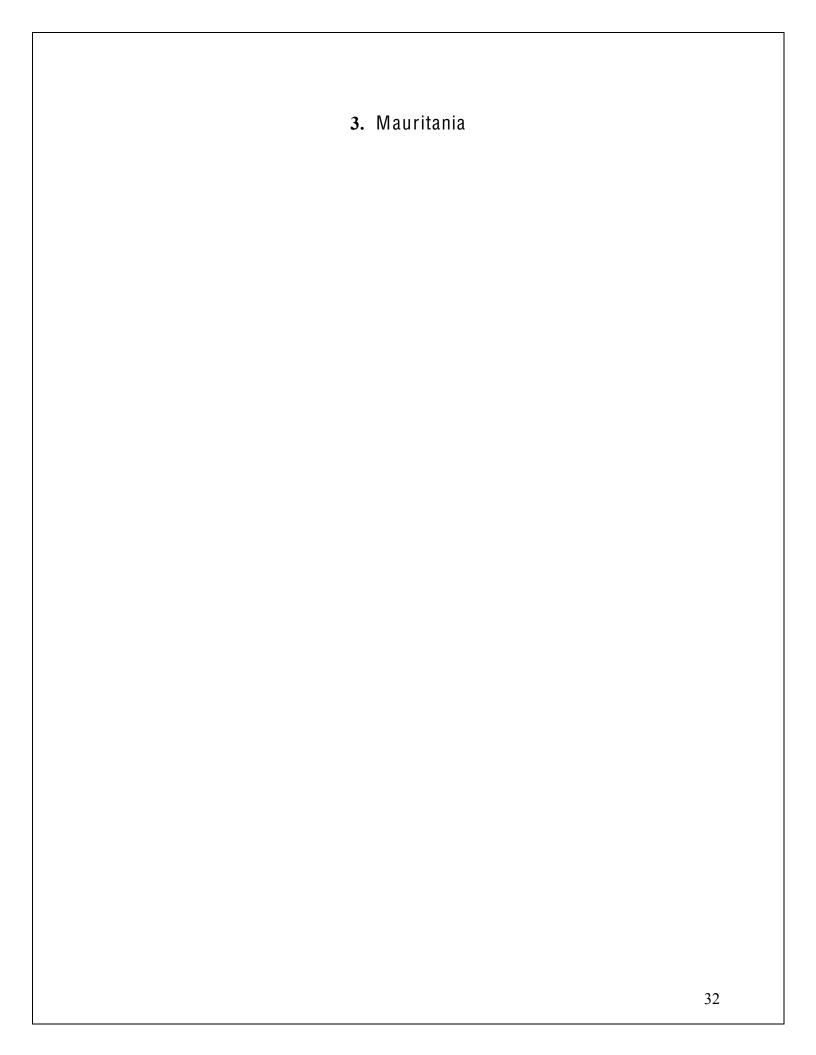
The CO has worked with the Parliament on research capacity development, communication techniques and strategy, and committee development. The objectives and strategy for the Lebanon programme under GPPS included the above, although that planned programme of development assistance was seriously curtailed due to donor fund reallocation in 2010. As a result, the mid-term GPPS II evaluation indicated a number of areas for ongoing technical assistance, predicated on continued funding through GPPS II and for the duration of GPPS III.

Unfortunately, the planned development and implementation of certain GPPS III programme components has been limited due to various internal and external factors. As such, the Lebanon GPPS programme effectively ceased operation in December 2010.

3.6. Recommendations for future action

As noted above, and as acknowledged within the previous GPPS II evaluation report, there remain a number of areas identified by the Lebanon CO which could serve to both reinvigorate and re-establish programmatic momentum moving forward. These include but are not limited to:

- Capacity-building for parliamentary staff, including effective administrative process and procedure

- Regional conflict prevention and recovery, with best-practices sharing in a neutral (e.g. UNDP-sponsored) forum, inclusive of working group formation to specifically and practically address the challenges of parliamentary institutional capacity-building in a challenging political, social and economic environment

- Identifying and overcoming obstacles to parliamentary process strengthening, including establishment of an internal working group intended to provide best practices and relevant training modules for use in post-conflict or continuing conflict environments

- Providing qualified and diverse consultants to conduct on-site training with MPs, parliamentary staff and relevant parliamentary actors in accordance with the list of potential programming opportunities as identified in 2007, recognized in the 2009 Lebanon ProDoc and as yet unrealized per the Lebanon CO in 2011

3. Mauritania

Summary

The coup d'etat immediately proximate to the introduction of GPPS III imposed obvious restrictions on the Mauritania programme and its ability to fully implement development assistance programmes which are reliant on the signature and backing of governing authorities in country. An assessment conducted by the UNDP during this challenging period of political transition indicated that the programme might best serve the Parliament by focusing on work with the parliamentary Secretariat rather than MPs or the government until the situation stabilized.

Despite these evident implementation challenges, the Mauritania CO did successfully implement training for parliamentary administration, formulate a parliamentary development strategy, conduct training on oversight for MPs and parliamentary administration (including Rules of Procedure), and implement the parliamentary proceedings recording project in cooperation with GTZ[31]

These GPPS-funded pilot projects results in successful formulation of a concept note for European Union (EC) funding which will result in continued parliamentary development assistance from 2011. This is another example of the success of GPPS when engaging Country Offices on a pilot project basis with seed funding intended to establish the basis for longer-term independent funding by COs independent of a defined contribution from UNDP HQ.

Country Background

- Mauritania in process toward democratic transition since 2005

- Parliamentary elections held in 2005, and presidential in 2007

- A military coup followed by restricted democratic practice since 2009

- Elections are scheduled for November 2011

GPPS Background

- The Mauritania programme experienced a severe funding reduction due to donor reprogramming in 2010

- There have been numerous successful programmes implemented under the auspices of GPPS III prior to the funding reallocation.

- The programme has been implemented within the constraints of serious external (political) constraint since inception, although UNDP development assistance continues apace

Evaluative summary

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[31] Die Deutsche Gesellschaft für Internationale Zusammenarbeit (GTZ) is as of January 1, 2011 "GIZ" which incorporates GTZ with DED and Inwent. See: http://www.giz.de/

- This national level programme recognizes the GPPS piloted programmatic successes within the context of a challenging external political environment

- A notable success is that piloted programmes during the course of UNDP-sponsored parliamentary process strengthening under GPPS III have resulted in follow-on funding through the European Union and coincident with the 2011 election cycle

- Ongoing programmatic implementation factors continue to impede short-term progress, although over time, evident and sustainable change is possible thanks in part to UNDP-sponsored development assistance

Detailed Assessment

4.1. Political Context

Mohamed Ould Abdel Aziz (UPR) seized power in a coup d'etat in 2008 and subsequently elected to the presidency to a five-year term in 2009. The Prime Minister, Moulaye Ould Mohamed Laghdaf, appointed by the President. A bicameral parliament with 56 seats in the Senate—56 seats with 53 members indirectly elected by municipal councilors and 3 additional members representing Mauritanians abroad are chosen by the senators; members serve 6-year terms. The National Assembly has 95 MPs who are elected by direct popular vote in single-member constituencies, and who serve 5-year terms.

Since independence from France in 1960, a series of either restricted or transitional democratic governments in place, including one-party rule, a military regime, multi-party transitional democratic structure, and as of 2009, a restricted democratic practice state.[32]

Although results of the 2009 presidential elections were contested by the opposition, all political actors continue to participate to some extent in the political process. Nevertheless there is a great divergence of approach to prioritizing political, economic and social needs within the legislative context and in accordance with the fractured and tenuous state of the Mauritanian government at present. The tone of political dialogue is at times confrontational and the parliamentary calendar is disrupted as a result.

Since the electoral victory of the President in 2009, there has emerged a significant trend in favor of a nomadic Parliamentary Union for the Republic. The party, formerly led by the current head of state, now has a comfortable majority in both chambers. According to some interviewees engaged for a country-specific assessment conducted in 2010,[33] the end of GPPS III coincides with a period of political stabilization and transition to a democratic framework which is best suited to the cultural norms, social context, and economic situation of the country. Other interlocutors cited in the report argued that important decisions

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[32] See African Elections Database: http://africanelections.tripod.com/mr.html and Mauritania Final Report (Jonathan Murphy July 2010 for UNDP).
[33] As excerpted and revised (in translation) with full author credit from UNDP Country Assessment/Mauritania (Jonathan Murphy, July 2010).

are concentrated in the executive branch, and there is a risk of returning to the semi-authoritarian practices prevalent before 2005.

There is also a particularly important difference of opinion between the majority and the opposition on the nature of political dialogue that should take place between the government and the opposition. In general, the interviewees related to the majority insist that the government has legitimate authority to make decisions without having to solicit opposition or otherwise contrary opinion in the process of governance.[34]

Origins and Objective of Project

As originally outlined in relevant project documents, the Mauritania programme intended to fully implement a range of parliamentary strengthening activities which were interrupted. Funding level challenges also impacted project results, although a parliamentary development strategy was designed if not fully implemented while planned coordination with GTZ and NDI was interrupted due to implementation challenges in the field. Regarding the programme overall, it is evident that UNDP, NDI and GTZ remain committed to continuing development assistance to the Mauritanian Parliament. Since January 2011, these implementation partners have engaged in a number of activities intended to move the parliamentary strengthening process forward.

The approximate $200,000 USD available during GPPS III to date has resulted in:

- Training for parliamentary administration

- UNDP partnership development assistance in Mauritania

- Training on oversight (MPs and parliamentary administration, including Rules of Procedure)

- Parliamentary proceedings recording project (with on line access in cooperation with GTZ).[35]

Mauritania was a single party state for 20 years with a weak civil society and considered to be a "military state that is not militarized."[36] Mauritanian society allows for seeming contradiction in political and social life, and this persistent perceived internal anarchy while challenging within the context of donor or international implementation strategy does allow space for innovation and human development flexibility.[37]

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[34] Ibid.

[35] Die Deutsche Gesellschaft für Internationale Zusammenarbeit (GTZ) is as of January 1, 2011 "GIZ" which incorporates GTZ with DED and Inwent. See: http://www.giz.de/

[36] Per conversation with former UNDP Mauritania ResRep, March 2011.

[37] See brief historical overview of West Africa (http://www.shsu.edu/~his_ncp/WestSud.html) and The Law and Development Review (Volume 2, Issue 1 2009 Article 4): *Anarchy and Development: An Application of the Theory of Second Best* by Peter T. Leeson and Claudia R. Williamson. See also: Jonathan Murphy Assessment of GPPS II re: Mauritania (2010).

Given the abolition of slavery in the country only in 1980[38] and the lingering impact of internal strife, there is operational space in the development context for work with refugees from the 1989 unrest, widows, orphans, and children—all of which are in line with the MDG goals intended for fulfillment by 2015. Parliament is a well-placed advocate for reconciliation and peace-building within the context of the MDGs and also as part of the current GPPS III conflict prevention & recovery strategy.

Civil society and CSOs are weak, so their role in parliamentary process is to date limited. Likewise, reform in parliamentary administration is needed to minimize nepotism and to undermine corruption in the political process. Job descriptions and performance measurements are lacking while external watchdog groups are inactive in this context.

Phase III of the Parliament support project

Within this political and cultural context, it is important to consider how future development programmes in Mauritania can be developed to link UNDP parliamentary assistance with conflict prevention and the ECOWAS regional parliamentary association.

Project partners

The national level programme of development assistance has included a number of identified areas for parliamentary process strengthening as originally identified in both UNDP ProDoc for Mauritania and in the subsequent mid-term evaluation conduction in 2010 in-country.[39]

That response was coordinated among UNDP, GTZ (Germany) and NDI (USA) by provision of development assistance to the Mauritanian Parliament through the 2010 in-country evaluation period. The GTZ supported the parliament for several years focusing primarily on the budgetary process role, although contributing to ancillary parliamentary development through translation equipment, development of parliamentary manuals and the like. NDI targeted support to parliamentary groups, including the assignment of an assistant to each Parliamentary Group.

Specifically, this coordinated development assistance projects includes:

- A parliamentary proceedings recording project (with on line access in cooperation with GTZ).[40]

- UNDP, GTZ, and NDI programme development and implementation coordination meetings.

Project Activities

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[38] Marc Bossyt in the UN Chronicle (March 1985), http://findarticles.com/p/articles/mi_m1309/is_v22/ai_3663305/
[39] See UNDP ProDoc/Mauritania and Mauritania Evaluation (J. Murphy, July 2010).
[40] Die Deutsche Gesellschaft für Internationale Zusammenarbeit (GTZ) is as of January 1, 2011 "GIZ" which incorporates GTZ with DED and Inwent. See: http://www.giz.de/

Electoral results in 2005 prompted an evident expression of commitment and political will on the part of the Parliament to play a central role in the development of Mauritania's political life. This includes the ability for parliament to have both legislative authority and technical capacity to fully represent the citizenry while having the technical competence to fulfill its legislative and oversight functions.

That commitment is reflected in the development of a four-year strategy for parliamentary development, devised with support from GPPS, which lists a series of development activities in various key sectors, including the following aspects:

o Improving the infrastructure of Parliament;

o Modernisation of the House (National Assembly);

o Strengthening the capacity of MPs to adequately and competently fulfill their constitutional mandate as part of the democratic process, and;

o Improving the legal framework to make Parliament more effective as a fully-functioning democratic institution

As of mid-2010, this development strategy was adopted by both houses of Parliament and therefore represents a baseline for assessing and implementing current and potential development assistance to Parliament under GPPS III and thereafter.

Unforeseen fund reallocation in 2010, however, limited the Mauritania CO programme implementation scope. However, the Mauritania CO programme is still operational, with concurrent fundraising underway which should result in a €500,000 grant from the European Commission for parliamentary support activities from mid-2011.

Planned project work includes training in the Mauritania parliamentary assembly, with a clear understanding that the two houses (Senate and Parliament) are in need of separate yet coordinated assistance.

- Link between Senate and Parliament through e-link technology.

- Creation of a parliamentary Budget Unit

- Creation of a parliamentary radio station and other initiatives to promote the parliamentary function of representation

- Need for equipment and skills training for both houses.

All of which lead to enhanced credibility for UNDP in-country. Budgetary process support also leads to need for development of stronger and more sustainable parliamentary institutions, which is a viable and mission-compatible area of TA for UNDP.

General Assessment of Project Results

Review and Recommendations for the remainder of the GPPS III project and from 2012

Currently, 20 percent of Mauritania MPs are women. This is also an entry point for UNDP, including iKNOW Politics, the regional initiative, and MP training on thematic issues such as anti-corruption. Challenges include persistently weak political parties, military involvement in the civilian sphere since independence in 1960[41], purging of people of color from sub-Saharan Africa in the military ranks, and the legacy of indigenous slavery in the country.

UNDP assistance in Mauritania reflects a number of lessons learned, including:

1) Parliamentary development is a prolonged and protracted process in which there is often a "one step forward, two steps back" reality to recognize and work within over time.

2) The European Union budgetary process is a valuable example in the Mauritanian context and reflects the need for identifying and implementing internal budgetary process reform while working within the constraints of the EU donor framework.

3) Peace-building and conflict prevention and recovery are important elements of any programme of development assistance in Mauritania.

4) The Mauritanian quota law provides for the representation of women in parliament without adequate legal parameters for ensuring that the women MPs are qualified as initial candidates and eventual members of the legislature.[42]

5) Finally, it is worthwhile to consider the implications of the growing population of young people not only in Sub-Saharan Africa but also across the North African and Arab regions. While the two extant GPPS III regional service centre geographic programmes recognize youth engagement in the context of GPPS development assistance overall, the recent unrest driven largely by current student (or recent graduate) unemployed initially in Tunisia and subsequently across North Africa and into the Arab states is evidence of the import of addressing how the youth population can positively affect change or alternatively undermine sustainable development.[43]

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[41] See: Mauritania Independence and Civilian Rule, http://countrystudies.us/mauritania/16.htm

[42] See: MONA LENA KROOK, Quota Laws for Women in Politics: Implications for Feminist Practice http://krook.wustl.edu/pdf/social_politics_2008.pdf and *The Politics of Group Representation Quotas for Women and Minorities Worldwide* by Mona Lena Krook and Diana Z. O'Brien http://krook.wustl.edu/pdf/krook_obrien_10.pdf)

[43] See UNDG ARAB STATES MIDDLE EAST AND NORTH AFRICA REGION (MENA) STRATEGIC ACTION PLAN ON YOUNG PEOPLE (June 2010) http://arabstates.undp.org/contents/file/psg/StrategicActionPlan-Final_28_June_2010.pdf and Resolution adopted by the General Assembly [*on the report of the Third Committee (A/64/432)*]64/134. Proclamation of 2010 as the International Year of Youth: Dialogue and Mutual Understanding http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N09/469/87/PDF/N0946987.pdf?OpenElement

There have been numerous successful programmes implemented under the auspices of GPPS III. These include:

- Preliminary work on establishing an electronic communication link between the Senate and Parliamentary Assembly

- The creation of a parliamentary Budget Unit

- Provision of equipment and training for both houses of Parliament

- The aforementioned strategic plan for the Mauritanian Parliament

There is an election scheduled for November 2011 which will likely result in a high turnover of MPs in the Parliament, and therefore the need for not only additional funds but also time and staff resources to assess the composition and dynamic of the newly-elected parliamentary assembly at year-end.

Therefore, the current in-country programme is focused more on parliamentary administration rather than working extensively with MPs. The CO is working with parliamentary staff and five standing committee officials in the Parliament. The European Union grant of €500,000 in 2011 for work on parliamentary development and social inclusiveness will enhance programmatic scope and UNDP reach within governing institutions as a result. This anticipated grant award will also provide operational and programmatic funds for work in 4Q 2011 prior and after the parliamentary polls.
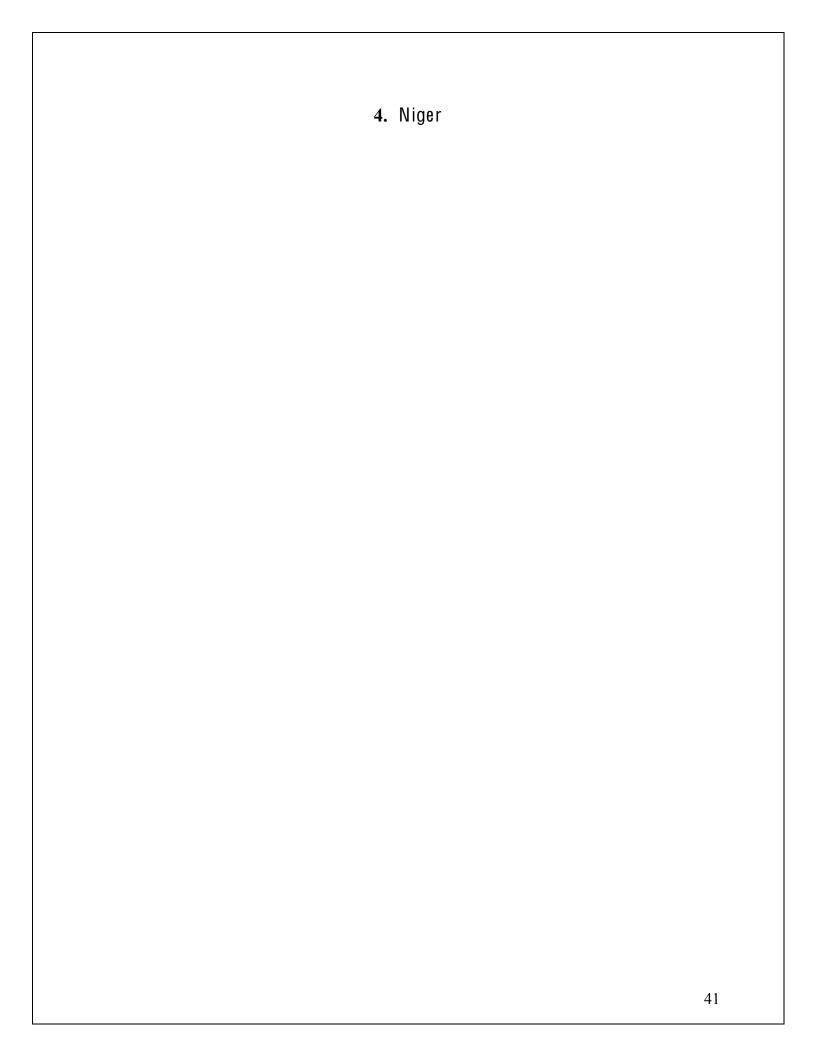
A revised ProDoc for activity from 2011 is currently in process, inclusive of a workplan reflecting the funding reduction under GPPS III for the Mauritania programme. The EU funds are reflected in a separate concept note devised by the previous field staff member. As a result of the funding shift away from GPPS and toward the EU, the Mauritania programme is moving toward independent operational capacity—although the approximate $60,000 USD in remaining GPPS programme funds continues to link the CO to the GPPS programme.

Even with adequate funding, there are a number of environmental and political challenges evident when working in Mauritania. In order to compensate for some of the logistical restrictions which can make transport and reliable communication difficult at best, the CO is investigating use of AGORA and iKNOW Politics for those with access to the internet in Parliament. For example, work with women MPs to ensure that the 20% set-aside seats are in fact populated by women who know their rights, responsibilities, and obligations as elected representatives of the Mauritanian people.

Areas of proposed focus in 2011 include:

- Campaign cycle training

- Public speaking and citizen engagement

Some training modules for these topics (among others) are available on-line through iKNOW Politics and AGORA is also a useful tool for serving the training and communication needs of women MPs. A training programme for approximately 20 women MPs is planned via iKNOW Politics for November 2011.

4. Niger

Summary

The Niger office is no longer receiving any funding from the GPPS III programme, and a coup d'etat followed by 2011 elections have overshadowed most UNDP programme activity in the Niger CO.[44] For the Niger CO, it may take a considerable period of time for election results to be codified in a new government, and thereafter for this UNDP CO to determine who the key players are, then to establish a working dialogue prior to formulating a workable programme of activity from the latter half of this year. As a consequence, activities defined in the workplans provided for most of the GPPS III programme are no longer relevant and not an accurate basis for establishing an evaluation of the efficacy of GPPS assistance of late.

According to relevant programme documentation, there is approximately $50,000 on hand for 2011 which will be channeled into a European Commission field assessment. Parliament is a strategic political and social force in Niger, and this is something to consider when forward planning for any potential post-GPPS assistance to through the local CO.

Some programme success is noted, including conduct of an in-country assessment in February 2010 to determine how best to continue parliamentary development assistance (and to what extent), with recommendations including engagement with the Parliament Secretariat while maintaining a cautionary distance from specific MPs and the government in transition. Elections in 2011 will have a direct impact on potential programme work for the duration of this year and impact the potential development assistance at the national level thereafter. Despite the evident obstacles, and in line with the recommended flexible programming response outlined elsewhere in this report, there may yet be room for at least ad hoc project activity initiated in response to CO response to elected government identified needs. Likewise, regional level activity intended to highlight process and procedural possibilities without direct reference to the political sensitivities of the government of Niger currently in post-election transition may also benefit some willing MPs, government representatives and perhaps even viable alternative political voices in Niger.

Country Background

- Niger is one of the world's poorest countries, with very low Human Development Indicators

- The country has a history of authoritarian governments since independence in 1960

- A democratic system was established for the first time in 1993, which was overthrown in a military coup in 1996, but restored in 2000, and then interrupted due to a coup d'etat in February 2010

- A subsequent Constitutional Referendum in November 2010 was followed by two round of presidential and a parliamentary election in 2011

- Parliament has been relatively effective since democratic restoration, although challenged by the disruptive political climate of late

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[44] The coup d'etat occurred in February 2010, and elections were held in January 2011.

- 14 women MPs were elected to parliament in 2011.[45]

GPPS Background

- Development of Niger's National Assembly has been supported through all three phases of GPPS

- GPPS I activities emphasized representation and public consultation; successful national consultations supported on decentralization law

- GPPS II supported activity on representation and oversight, support to women's participation, and parliamentary staff strengthening

- GPPS III was intended to support the Parliament Secretariat and the Parliament's capacity to engage more effectively in its oversight and representational functions[46]

Evaluation summary

Following an in-country evaluation immediately prior to the coup d'etat in 2010, UNDP determined that the programme would discretely support the Parliament Secretariat without reference to work with MPs during the crisis

This support would include work with the parliamentary documentation center, the archives, and the parliamentary administrative services

Comments and recommendations

- The political and programmatic challenges inherent in multiple rounds of elections immediately prior and subsequent to a coup d'etat are evident

- Continued efforts to address basic transitional needs and the extant needs of MPs and the Parliament Secretariat make consideration of UNDP assistance a necessary response to crisis

- Despite the evident disruption in programming and staff capacity during this late stage of GPPS III, there is obvious import in considering a Conflict Prevention and Recovery aspect to potential follow-on programming as well as work at a regional level to provide practical and useful tools for MPs and government structures during this period of delicate political transition

Detailed Assessment

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[45] See Inter-Parliamentary Union database/Women in politics in Niger: http://www.ipu.org/bdf-e/BDFemmesList.asp?newquery=yes

[46] All data, references and narrative in this section of the GPPS III evaluation is gleaned from extant reports due to inability to engage the Niger CO staff during this period of political transition in-country, including early 2011 elections.

5.1. Political Context[47]

Niger is one of the large group of African countries that embarked on democratization beginning in the late 1980's and early 1990's. The democratization process in Niger has encountered various challenges and difficulties—and most recently and acutely as a result of the coup d'etat in 2010.

After independence in 1960, apart from an early brief period of instability, the country enjoyed a notable period political calm until 1974 when the first military coup brought an end to the essentially single-party regime of the RDA. In its place an extra-constitutional military government assumed power and continued to rule for the next fifteen years. This long period of restrictions on freedoms ended with the 1989 constitution which entrenched the single-party system and the role of the army in political life. During the late 1980's a movement towards democratization took hold, which eventually brought an end to the single party system. The sovereign National Convention that enacted this change included all of the major political forces in the country, and charted a new political path including:

- Free and transparent elections
- Multi-party system
- Respect for human rights
- Constitutional order

These key factors continue to structure political life in Niger. Nevertheless since 1990 the country has encountered important periods of instability, including an armed rebellion from 1991 to 1996, as well as two military coups d'états in 1996 and 1999, and most recently the coup d'etat which resulted in political upheaval and the necessity of a Constitutional Referendum concurrent with parliamentary and presidential elections.

Niger's democracy remains fragile, accounting for the need for continuing support as is possible as UNDP governance assistance from 2012 is formulated and implemented in the year ahead.[48]

Within the context of a nascent transitional democracy under within the GPPS III programme, Niger held a series of parliamentary and presidential elections from 2009 through 2011, including two rounds of parliamentary polling in 2009 and 2011 concurrent with presidential ballots in January and March of this year.[49]

The political system is comprised of a president elected in 2011, prime minister appointed by the president, and a National Assembly constituted after the most recent elections and comprised of 113 seats.

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[47] Again, note that much of this section is excerpted from extant reports as the author of this evaluation did not have access to primary source interlocutors due to the elections underway in Niger during the evaluation period. Full credit is given by the author to the authors of the documents excerpted here, including the GPPS II Evaluation (2007), an on-site evaluation of the Niger programme conducted in 2010 by UNDP staff, and the available project documents provided by UNDP New York office.

[48] As excerpted with full author credit from the GPPS II Evaluation Report (2007)

[49] See IFES Electoral Database/Niger: http://www.electionguide.org/country.php?ID=157

President Mahamadou Issoufou (PNDS-Tarayya) inducted officially in April 2011 and elected to office in 2011 by direct popular vote for a 5-year term. The Prime Minister, Brigi Rafini (PNDS-Tarayya) was appointed by the President in April 2011. The National Assembly is unicameral and the 113 MPs are elected by direct popular vote through parallel vote systems - 105 in 8 multi-member constituencies using the party-list proportional representation system and 8 from special single-member constituencies using the first-past-the-post system; members serve 5-year terms. Similar to other transitional states in the region, Niger experienced a series of disruptive and challenging political transitions since independence in 1960, including a one-party state structure, military regimes, and multi-party transitional democracy.

The next presidential and parliamentary elections are scheduled for 2016.[50]

5.2. Origins and objectives of the project

The GPPS II project was initiated at the request of Niger, in coordination with UNDP. GPPS II was integrated into the Country Programme Action Plan (CPAP) 2004 – 2007 signed between the Republic of Niger and UNDP on December 23 2003. In the CPAP, good governance is one of the three areas of cooperation identified. CPAP 2004 – 2007 envisages a programme of support in this area to the various Niger state institutions including parliament. GPPS III was envisioned as a successor programme in support of nascent democratic institutions and to enhance the development assistance as provided during the course of GPPS II. Both GPPS II and GPPS III were a continuation of initial cooperation between UNDP and the Niger National Assembly that operated under GPPS I between 2001 and 2003, which was carried out on behalf of UNDP and the National Assembly by the National Democratic Institute for International Affairs (NDI). This first phase pursued two primary objectives:

A. Strengthen the capacities of parliamentary deputies and staff of the National Assembly in the areas of legislation and parliamentary oversight, in order to permit them to efficiently analyze, develop, and vote into law government and members' bills.
B. Strengthen the communications capacities of deputies in dealing with their constituents, including through the media.

Activities carried out during GPPS I included the organization of seminars and workshops on study and analysis of legislative propositions, public consultations, study missions and exchanges, and the development and publication of a Legislative Review.

The activities carried out under GPPS I undoubtedly helped strengthen the links between the elected and their electors, notably through public consultations that were carried out throughout the national territory, particularly in relation to decentralization propositions. The GPPS I activities helped to strengthen government oversight through interpellation of ministers, as well as through a better understanding on the part of parliamentarians of the various legislative proposals, demonstrated through deputies' amendments, particularly in the area of decentralization which had been a main focus of the public consultations.

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[50] See Africa Election Index: http://africanelections.tripod.com/ne.html and the web portal for the government of Niger: http://www.gouv-niger.ne/

The beginning of the GPPS II project coincided with a new legislature that was characterized by changes in the political make-up of the Assembly, including i) many new members of parliament, ii) a substantial representation of deputies whose lack of knowledge of the French language, official language of Niger, made full participation in parliamentary activities difficult, iii) a large increase in the number of female parliamentarians. For many of the new parliamentarians their arrival in parliament constituted a first experience in public and political life, and they were sometimes unaware of the dimensions of their roles and responsibilities as elected members, complicating issues of parliament-citizen relationships. As in many other countries, citizens tend to have a relatively negative view of parliament and of parliamentarians. Further, parliament needs to make greater efforts to incorporate the preoccupations of citizens in the course of their parliamentary work.

The parliamentary administration is understood to exhibit various weaknesses, including the lack of the necessary tools and capacities to provide an efficient and effective support to the deputies. There is a reported need to further professionalize the support provided to parliamentary commissions and to parliamentary groups by parliamentary staff. In addition there is a need to strengthen the internal management of parliament and to take into account the requirements of regional and sub-regional integration.

The objective of GPPS II was to maintain the advances noted through GPPS I and to build on that successful project through deepening parliament's ability to address its new institutional challenges. In particular, GPPS is built around the following three principal elements:

A. Strengthen the capacities of members of the legislature through organization of orientation seminars for the newly elected members, and training and information sessions for members to enable them to carry out their constitutionally-defined responsibilities

B. Strengthen the capacities of the parliamentary administration in order to enable it to better serve elected members, by providing the administration with the tools and mechanisms permitting it to establish its own strategic development plan, through advancing the professionalization of the parliamentary staff, and in addition supporting the Bureau and other management structures of the Assembly in improving the internal management of the parliament

C. Improving citizens' knowledge of parliamentary work and permitting the integration of citizens' preoccupations into the work of the National Assembly, through encouraging further development of an interface between parliament and citizenry.

Operationally, the Project Coordinator is responsible for ensuring the effective execution of the project workplan under the supervision of the steering committee, working closely with UNDP representative on the steering committee. In Parliament, the primary role for this coordinator was daily contact with the Secretary General and the Assistant Secretary General who also oversee project activities.

5.3. Project partners

The project document envisages collaboration with other partners with an interest in supporting parliamentary development. The project coordinator is responsible for implementing such

collaboration. Several United Nations agencies were involved in supporting aspects of parliamentary process during the course of UNDP Country Office collaboration with the government of Niger over the course of the three phases of GPPS. These include UNDP, UNICEF, the WHO, and the UNFPA. Short-term collaboration has been engaged with the Canadian Parliamentary Centre and the Open Society Initiative for West Africa (OSIWA). Other partners were described in the project documents and workplans, although the author cannot comment to what extent that cooperation occurred given the operational constraints of this current evaluation vis-à-vis the Niger Country Office.

Principal project activities

Since the coup d'état in February 2010, Niger has gone through a politically turbulent time. In May 2009 the then President of the Republic of Niger announced his intention to unilaterally extend his mandate for a third term, although the Constitution of Niger stipulated that the president could serve only two terms of 5 years each. Following the opposition of the Constitutional Court to the proposals, the president dismissed the Constitutional Court and dissolved the National Assembly (May 2009). He called for a referendum on a new constitution (August 2009) and organized new parliamentary elections (October 2009). While most opposition parties rejected the new constitution which founded the "6th republic" and boycotted the October 2009 elections, the composition of the new parliament could hardly be considered representational and democratic.

Throughout the second half of 2009, the international community continued to closely follow the political crisis in Niger. The lead role was with ECOWAS, supported by the UN, EU and national governments and the donor community with a stake in country. ECOWAS appointed a high profile mediator who attempted to facilitate a political settlement between ruling parties and the opposition. The newly elected parliamentarians were not recognized internationally and the African Union, EU and ECOWAS issued sanctions and/or suspended Niger from their meetings. On 18 February 2010, a "coup d'état" removed the president from office. The new constitution and the institutions of the "6th republic" were suspended and new elections projected.

Since that time, the Niger CO programme staff have been intensively engaged in preparation and planning for potential development assistance to follow the most recent round of elections and a Constitutional Referendum. It is presumed that the extent to which the CO workplan and activity calendar are altered as a result will become clear in the remaining months of 2011.[51]

5.4. Recommendations for the continuation of the project

As noted and quoted from the 2010 UNDP in-country evaluation of the Niger programme immediately proximate to the coup d'etat, reorienting the parliamentary assistance program until the Constitutional Referendum and subsequent presidential and parliamentary elections were

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[51] See Field Assessment of the Niger programme (F. DeVrieze and A. Pellizzeri, February 2010) and The Oxford Journal of Political Science/Niger: http://afraf.oxfordjournals.org/content/110/439/295.extract
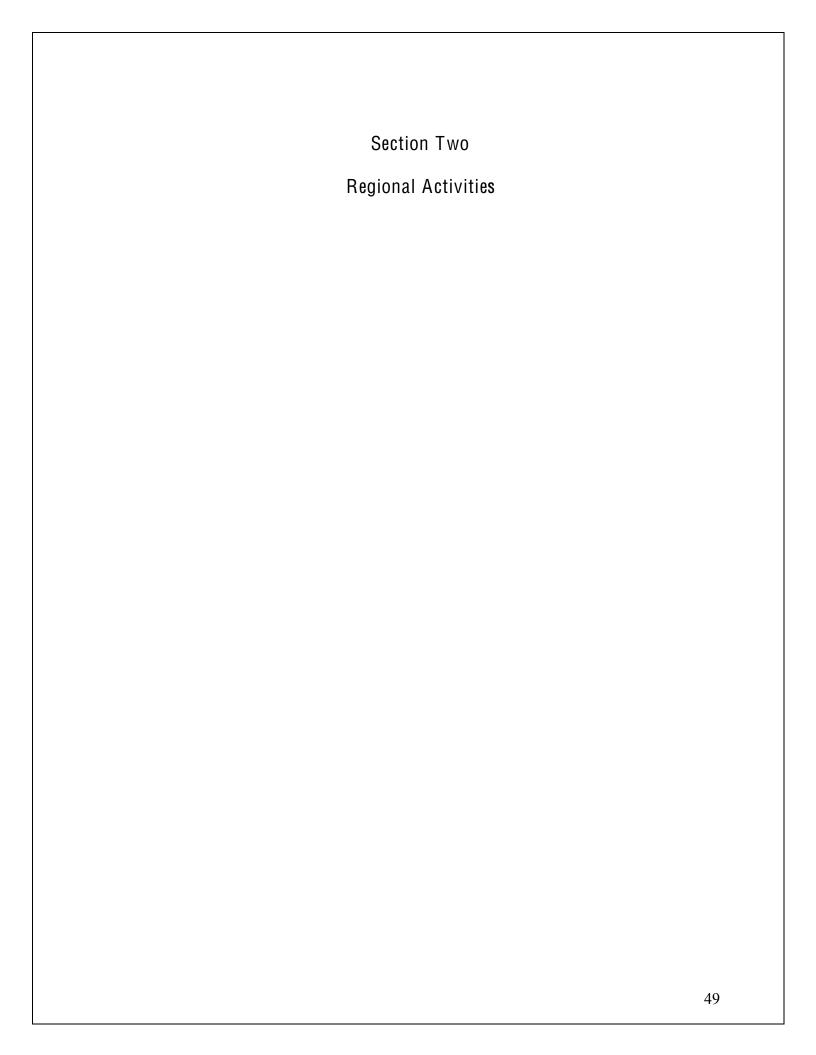
accomplished and a new government constituted was a necessary process. As of this writing, the government is in formation, and the resulting plan of development assistance in process.

Of note, however, are two primary recommendations from the 2010 field assessment.

1. In the current context when a solution for the political crisis is still under way, it is proposed for UNDP to orient its program entirely towards specific departments of the secretariat of the parliament. No assistance is provided to members of parliament until the crisis has been resolved and a new government is fully formed. Because the secretariat of parliament is the institutional memory of parliamentary life and political neutral, and taking into consideration the current achievements and remaining needs, UNDP field assessment recommended support to the parliamentary documentation center, the archives and the informatisation of the administrative services.

2. The second phase would commence once the political crisis is resolved, thus enabling the international partners of Niger to normalize their relations with the country. This phase of the project will be based upon the results of the first phase and focus on strengthening the capacity of newly elected parliamentarians, support to Commissions and parliamentary groups, an induction programme for newly-elected MPs, and other relevant transitional support initiatives. In this context, it is recommended for the CO to step up its efforts in resources mobilization for the project in 2011, with an understanding that at least initial discussions with the European Commission delegation and embassies have been conducted in-country since the assessment took place.

The proposed two-track approach is not new. It has been put in place successfully in Mauritania during the political crisis of 2008-2009. It has enabled UNDP to safeguard the achievements of the parliamentary project to date and lay the foundations for a well functioning parliamentary program in a different political context, while keeping a low profile and remaining politically neutral on the issues at stake in the political dispute. The proposed two-track approach also builds upon the long term Strategic Development Plan 2008 – 2018 which the parliament of Niger adopted in the second half of 2008, based upon input of MPs from all political parties, both former ruling parties as well as opposition parties. During the mission the proposed two-track approach has been discussed with and well received by the key partners of UNDP, such as the European Commission delegation, and embassies of France, Belgium and Spain. The new approach has also been discussed with the interlocutors in parliament.[52]

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[52] DeVries and Pellizzeri, UNDP/February 2010.

Section Two

Regional Activities

Regional Programming Background

The idea of including regional (and global) initiatives in the GPPS programme dates back to the GPPS I project. Initially, GPPS I had planned to include a component on building the capacity of regional parliamentary associations, in order to help ensure availability of technical expertise to national parliaments. This was not found to be a practically feasible plan, however, and GPPS I instead focused on "identifying means to strengthen regional parliamentary cooperation and to undertake activities that reinforce the role and capacities of parliaments within a region. In effect, this meant GPPS supporting a variety of regional seminars, as well as two regional parliamentary associations, the Southern African Development Community Parliamentary Forum, and a looser group of parliaments from the former Soviet space. Seminars were supported in the Arab region, in West Africa, Central Africa and East Africa, East Asia and the Pacific Islands. Themes included parliament's role in budget oversight, political parties in parliament, and more general parliamentary development themes. The mid-term review of GPPS I was quite positive regarding these activities, suggesting that several regional fora had enabled synergy with national pilots thus extending programme learning. A key evaluation finding from GPPS I was that the regional fora represented a useful means to approach sensitive subjects that might be difficult to tackle directly in national-level projects. As a result of the experience in GPPS I, an expanded, more formal, and more focused regional component was included in GPPS II. Within the context of the GPPS III programme, the regional initiative component of GPPS was broadened and enhanced to include a diverse portfolio of assistance to West Africa and the Arab States, inclusive of seminars, workshops and working groups to address the role of women in mitigating and preventing conflict in the region, the oversight, representational, and legislative functions of MPs in a regional context, and proactive engagement by regional parliamentary working groups in establishing mechanisms and modalities for addressing numerous parliamentary development challenges in a transitional political environment.

The PDIAR regional component is recognized for being the only GPPS III programme component to be fully funded from 2009 by GPPS despite aforementioned donor fund reallocation during third phase GPPS programme implementation.

5. Arab Region

PDIAR and Conflict Prevention & Recovery

Summary

Background

- The main aim of the regional programming is to model innovative parliamentary strengthening techniques that can best be addressed in a neutral forum without specific reference to a given national level programme

- A coordinated system of regional programming was instituted under GPPS II and continued under GPPS III, with PDIAR noted as the only GPPS programme component to be fully-funded by GPPS from initial implementation

- Part of the programming was conducted in conjunction with POGAR under the formal title Parliamentary Development Initiative for the Arab Region (PDIAR). That programme is at present transitioning toward independent financial and operational management, and will be entitled the Arab Regional Parliamentary Project (ARPP) with multiple-donor funding as part of the programme's *modus operandi*

- Separately, regional GPPS Conflict Prevention & Recovery activity in conjunction with UNDP Bureau for Crisis Prevention and Recovery (BCPR)[53] was introduced during implementation of GPPS III (2010)

- The Arab regional programme currently has two dedicated staff positions, with a full-time programme manager in the PDIAR and a consultant position in the Cairo office (BCPR).

Activities summary

- Numerous regional conferences were held on broader issues to address thematic issues of concern to parliaments in West Africa and the Arab States regions, with working groups established to maintain project momentum thereafter

- The regional initiative website launched during GPPS II implementation continues to develop[54] and through Arabic and English content contains studies, reports, and user handbooks on parliamentary development issues

- Working groups formed during the GPPS II phase continue apace, with contemporary focus on such topics as conflict prevention & recovery and political party legislation[55]

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[53] See UNDP BCPR: http://www.undp.org/cpr/ and UNDP in Governance Conflict Prevention and Recovery/A Guidance Note (2009): http://www.undp.org/oslocentre/docs09/Governance_Conflict_GuidanceNote.pdf

[54] See www.arabparliaments.org

[55] GPPS III regional initiative on "Standards for Political Party Legislation in the Arab Region". See *Building Consensus on Basic Principles or Minimum Standards for Political Party Legislation in the Arab Countries. Third Working Group Meeting on Parliament and the Reform of Political Party Legislation* (Casablanca, Morocco, 2/22/2008 - 2/24/2008). This workshop, which marked the closing of the Knowledge and Consensus Building Phase of this working group, served as a platform to discuss the key principles or minimum standards that have been identified for political party laws in the Arab countries. Two studies that were commissioned by UNDP on political party finance and internal governance of parties were presented and discussed. The meeting brought together experts and parliamentarians representing the various political groups/parties from seven Arab countries namely Algeria, Egypt, Jordan, Lebanon, Morocco, Palestine, and Yemen. The participants examined and debated the minimum standards relating to the conditions for the establishment of political parties and party membership; the party's

- Regional issues were addressed through programme activity focused on such topics as legislative drafting and Arabic-language parliamentary resources; it has been decided these activities at present are best carried out at the national level due to country specificities

Evaluation summary

- The Arab region programme (PDIAR) has been innovative and effective in building parliamentary development programming in a challenging environment. It is a model for regional programming that would benefit from enhanced demand-driven activity. In all cases, regional programming must be directly linked to Country Office programming in order to maximize implementation effectiveness and to ensure that subsequent to programme implementation, the regional activity exhibits sustainable and evident impact at the Country Office level. There is also recognition of the need for coordinated follow-up and assurance that regional support, coordination, and advice to participating COs at all stages of programme design and implementation includes post-project follow-up

- The international conference and working group model highlights UNDP's perceived and acknowledged role as a neutral international organization with particular relevance in an era of acute political sensitivity at the CO level and among governments in the Arab States, Sub Sahara, and West Africa regions

- While the BCPR regional component of GPPS introduced in 2010 was not formally evaluated as part of this report in 2011, the work on Conflict Prevention & Recovery is recognized for its effectiveness and relevance during this latter stage of GPPS III development assistance and in light of events in the GPPS operational theatre of late

Detailed assessment

6.1. Background[56]

The Arab region is one where democratic transition has occurred much less quickly than in other parts of the world. The different countries making up the region have varied governance systems, but only in Lebanon is there a long history of multi-party democracy, and even there, as noted in the Lebanon country pilot evaluation in this document, the democratic tradition is seriously hampered by the constitutionally mandated distribution of state power positions between

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charter, internal regulations, and bylaws; financial resources and party finance; institutions in charge of the administration of party interests; participation of women and youth; and other related legislation. Finally after thorough discussion, the participants reached a consensus on these minimum standards, and endorsed them. The meeting provided an opportunity to launch the Arab Political Parties Database that has been prepared by UNDP, and contains information on over 100 political parties in several Arab countries. Information provided ranges from name of founder, date of establishment, party principles and political agenda, media outlets, internal regulations, date of last internal elections, as well as participation in parliamentary elections, electoral alliances, representation in parliament and government.

[56] *Nota Bene*: The author of this report again credits the authors of the GPPS II Evaluation (2007) who participated in field visits to Country Offices participating in GPPS II and subsequently part of GPPS III (Algeria, Lebanon, Niger). As noted elsewhere in this report, the shorter duration and limited budget for the single evaluator GPPS III project conducted between March and May 2011 did not include CO or RSC field assessment trips.

different religious communities. In recent years, there have been tentative moves towards democratization in several Arab region countries, although in none of them is the final outcome of these developments clear. In some countries, advances have been followed by social unrest and a retreat towards more authoritarian governance methods. In other countries, early hopes for a thoroughgoing democratization have been replaced by a sense that only controlled democratization will be permitted, with a tendency for legislative institutions to remain weak in comparison with executive power. Nonetheless, comparing the present situation with that a decade ago, many countries have seen a modest but nonetheless real and tangible advance in the exercise of democratic freedoms.

During GPPS I, the only country pilot involving the Arab Region was the Palestinian Territories. Unfortunately, due to the unstable situation there, activities in GPPS I had to be suspended and could not be continued in GPPS II. Although Palestine was mentioned as a possible recipient of contingency funding during GPPS II, this has not proven feasible.

Despite the relatively difficult environment for democratization in the Arab Region, a decision was made by UNDP and the Government of Belgium to select the Arab region as a priority area for GPPS II. The rationale for the selection of the Arab region included several of the factors noted above:

➢ Encouraging steps towards democratization in several Arab region states

➢ Continuing roadblocks towards full democratization

➢ Pivotal role of parliaments in engaging civil society

➢ Need to support increased women's representation in Arab parliaments, which lag behind most other parts of the world

National pilots under GPPS II were launched in Algeria and in Morocco. Subsequently, a further pilot was launched in Lebanon. At the same time, a series of GPPS II regional activities were planned, with two broad objectives:

• Providing independent information and policy support through workshops, web-based information dissemination, and regional workshops

• Networking women parliamentarians, through a web portal and through exchanges and support to attend regional and global parliamentary forums.

The Arab region activities under GPPS III are implemented in coordination with POGAR, UNDP programme on governance in the Arab region, which carries out governance development activities throughout the region from its base in Beirut, emphasizing information-transmittal through its web portal (www.pogar.org) and region-wide policy dialog and comparative assessment of key governance issues. POGAR has been in operation since 2000. The Arab region activities evaluated here are in effect a joint project of GPPS and POGAR. Formally this project is known as the Parliamentary Development Initiative in the Arab Region (PDIAR), but we will describe it here as the Arab regional project.

Within the GPPS III framework, UNDP's Programme for Development in the Arab Region (PDIAR) is focused on Arab States regional activity. As of 2011, PDIAR is phasing toward sustainable donor-funded activity independent of GPPS under the direction of a Casablanca-based programme manager. A third phase GPPS Arab regional programme includes a full-time Cairo-based consultant who is dedicated to work on GPPS-related Conflict Prevention & Recovery programmatic work in the Arab States. Although the Casablanca-based regional programme and adviser are currently phasing toward independence, there is a continued recognition of the value and success of GPPS-sponsored Arab States regional activity, and the positive outcome which is a result of GPPS support for regional activities during the first three phases of UNDP-sponsored parliamentary process strengthening work.

6.2. Regional Project Activities

Within the rubric of the broad objectives noted above, the Arab regional activities have flourished into a range of specific activities. Prior to the regional project, relatively little parliamentary development resources were available in the Arabic language. Activities carried out since project inception include:

- Translation of a number of documents into Arabic, including handbooks on the legislative function, gender and budgeting, oversight of the security sector, UNDP practice notes and parliamentary development manuals, role of parliaments in reconciliation, etc.

- Desk studies carried out on key issues of importance to democratization and parliaments in the Arab region, including legislative drafting, Arab women's political participation, regional study on the budget process, comparative regional study on parliamentary rules of procedure, survey of youth legislation, etc.

- Publications to assist parliamentarians and parliamentary staff in the Arab region to carry out their functions, including a manual for drafters, and a manual on legislation for youth

- Regional meetings on key issues in parliamentary development

- Creation of working groups of parliamentarians interested in playing a key role in strategic parliamentary activities including topics relevant to parliamentary process, the role of women in parliamentary governance, and tools for identifying and preventing conflict in volatile political circumstances

- Regional activities as part of the Parliaments and Conflict Reduction (Conflict Prevention and Recovery project

- Focus on ensuring female representation in all of the project activities, as well as support to women deputies attended other international events of strategic importance

Conflict Prevention & Recovery (CPR)

While this component of GPPS was not formally evaluated during the 2011 evaluation process, work on regional conflict prevention & recovery (CPR) has been ongoing since June 2010. This project, unlike the PDIAR (Casablanca), is a result of additional funding secured by UNDP through an innovative joint project between the Bureau for Crisis Prevention & Recovery (BCPR) and the Bureau for Development Policy (BDP)..

The Cairo-based consultant has worked previously with women MPs to establish an 8-point agenda for the role of women MPs as leaders in Parliament. Similarly, the CPR regional programme aims to identify issues common among regional parliaments and parliamentarians whilst seeking to establish a basis for early conflict identification and mechanisms for conflict prevention through the efforts of proactive and engaged MPs who have expressed an interest in and commitment to such efforts. One tool produced as a result of this regional CPR effort to date is currently in process of translation and uploading via the AGORA web portal.

The CPR consultant is working to identify which aspects of CPR are of import to regional MPs while helping to establish a network of proactive MPs who are committed to identifying, ameliorating, and preventing regional conflict through parliamentary process. It is also important to consider whether UNDP can secure funds and establish institutional acceptance for work with political parties in a parliamentary context in the region. Preliminary assessment is underway in 2011.

At the time of writing this report this regional programme was adjusting to the changing conditions for democratic governance in the region, which will have an impact on the implementation of the planned activities but will allow for greater impact at the country level.

General assessment of Arab region project activities

There is room for ideas to be tried and tested, with pilot projects such as BCPR-linked Conflict Prevention & Recovery programme or regional initiatives engaging Arab States women MPs. UNDP would benefit from greater utilization of extant resources, including established parliamentary networks and broader and deeper engagement with the 69 extant UNDP parliamentary programmes worldwide which are a potential synergistic programming modality for UNDP governance development assistance looking beyond GPPS III.

A feedback loop should be established to ensure that UNDP regional programming is demand-driven. For example, internal demand generated by COs and external demand generated by donor(s). UNDP could provide seed funding through work with "access to justice" or women MPs at a regional level whilst ensuring that CO level programming is concurrent with (and responsive to) such demonstrated and requested programming needs. If demand from CO and Regional levels is consistent with and responsive to expressed and documented development assistance needs, then the overall programme progresses meaningfully in the short-term and sustainable long-term.

In all cases, follow-up to ensure that programme implementation leads to longer-term project sustainability is vital.

At the regional level, MPs engaged in best practices sharing, thematic networking, and programme implementation strategies which are mutually-beneficial and provide positive reinforcement for proactive and productive development strategies should be encouraged to participate and nurtured as a core group of proactive parliamentarians working in challenging circumstances in troubled times. Contemporary political changes can be viewed as an opportunity for UNDP to continue to affect sustainable human development, and extant CO, regional and global (e.g. AGORA and iKNOW Politics web-based knowledge platforms) programming can be more fully integrated into UNDP regional programming.

For example, follow-on activity to ensure that proposed and agreed-upon change becomes institutionalized and sustainable is necessary. To increase the quality of UNDP programmes overall, it is important to provide meaningful opportunities for ownership and demand-driven development.

UNDP would benefit from further promoting its positive and productive role as a fair and neutral intermediary. GPPS follow-on activity includes an identified need to continue bringing MPs together at regional meetings, thematic conferences, and as part of ongoing working groups to address identified development challenges as part of a long-term sustainable development strategy.

The regional parliamentary development component of GPPS III is recognized for the success of thematic and CPR-related efforts to date. It is important to enable follow-on activity to sustain momentum in the interregnum between regional-level activities, including enabling CO programme staff work more with individual MPs who are advocates for reform and positive change while continuing to incorporate regional activities through regional service centres and initiatives. Overall, a more coordinated and strategic approach to regional activity would benefit not only the UNDP programme of governance assistance but also the various partners in this process who rely upon and benefit from a neutral and well-intended development partner. Regional networks need to be solidified, strengthened, and supported toward the goal of sustainability.

Regional programmes were intended to provide a venue for ideas, programme development, and issue identification at a broader level than the Country Office. In the latter case, this was also possible due to CO partnership with national governments which restricted ability for CO to conduct many activities deemed too "politically sensitive" or potentially disruptive to indigenous regimes and political order.

For example, regional activity conducted under during GPPS III which did not highlight the shortcomings of a particular government but rather as an opportunity to identify a universal challenge and appropriate issue-based solutions. This was also the case when regional conferences were conducted on such topics as security sector reform, the role of parliaments in Arab society, parliaments and the oversight function, and rules of procedure for parliaments, among others.

Essentially, forward planning for follow-on regional parliamentary process strengthening should focus on UNDP internal strengths while recognizing the positive role played and as identified by internal partners and external programme collaborators. The funding for such a follow-on programming would best follow a clearly identified set of programme priorities as opposed to programme design following donor priorities—or programme implementation conducted directly and independently by an RSC without first establishing CO level expressly identified needs and demand-driven development priorities.

This is not, however, a denial of the practical reality of donor-reliant programme implementation. As such, the evaluation recognizes that all international development programmes are a necessary combination of donor priorities and demand-driven development need fulfillment. Once donor funds have been located, however, it is important to prioritize desired programme components, and then match available funds not only to the top priorities but also to previously identified organizational strengths.

PDIAR under GPPS II (2005) understood the thematic needs of regional partners, and therefore combined the opportunity for issue-based dialogue with provision of useful tools that gave participants ownership of the regional development process. The development of a successor programme to GPPS III should consider how programme components and participating internal actors contribute to an overall set of human development goals. That is, a national level programme which provides for a certain number of computers and communications equipment for a given parliament does not necessarily equate with accomplishing the MDGs relevant to women, the environment, or human rights.

Technical assistance and human development support through any parliamentary process strengthening programme must include both technical and political process aspects. At the regional level, there is a demonstrated need for neutrality, and globally, UNDP is recognized for playing that neutral role. At the national level, this is not necessarily the case as the CO is directly responsive to and confined by counter-signed ProDoc agreements which de facto express the political priorities of host country governments.

An effective regional initiative provides space for honest and open exchange of ideas, best practices sharing, and networking opportunities for those individual MPs (or political groups in parliament) to act in the best interests of their constituents and their national interests. In some cases, these interests coincide with the broader regional—and even global—context.

Working groups which emerge from these regional initiatives are indicative of longer-term sustainable development assistance. Utilizing knowledge platforms such as AGORA and iKNOW Politics which emerged from the GPPS programme serves the sustainability of both these regional level working groups and the global level web-based portals themselves.

In a summary review of the PDIAR programme and as noted in a "Draft Concept Note" provided to the evaluator by the PDIAR regional programme in Casablanca:

> "The Parliamentary Development Initiative in the Arab Region (PDIAR) was launched in 2004 to provide strategic support to parliamentary strengthening within the Middle East
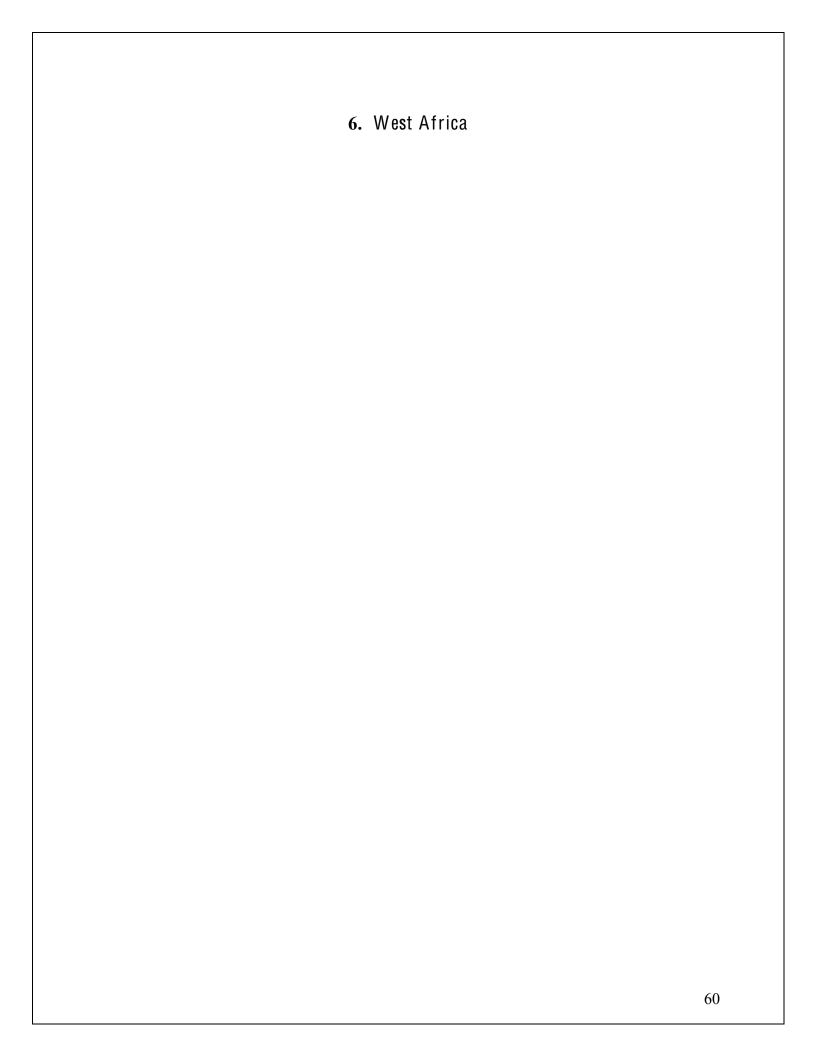
and North Africa, complementing country-level projects delivered by UNDP and other organizations. PDIAR's unique regional approach is designed to address the particular political dynamics in the region that have tended to undermine democratic development.

"Despite tentative steps towards democracy in recent years, the relationship between governments and parliaments in the Arab region is characterised by significant tensions. Political reform remains a highly sensitive issue – frequently efforts to improve democratic practice are perceived as direct challenges to those in power, immediately reducing their chance of success. However, PDIAR has shown that by raising issues at a regional level some of those sensitivities can be reduced."[57]

These considerations are of particular import in 2011 in the Arab States and North Africa region. Recent popular unrest and citizen uprisings have underscored the need for neutral development partners to stand ready to provide the opportunity for honest and constructive dialogue toward the goal of political compromise, citizen engagement in the parliamentary process, and resolution and of conflict in a highly volatile region.

In sum, the Arab States regional programme is intended to operate in an advisory capacity according to a demand-driven set of CO-identified programming priorities. There is space for both regional programmes (BCPR and ARPP) to co-exist, even if one of the programmes becomes independent of GPPS, and as demonstrated by the BCPR regional or ARPP technical advice provided to date, it is important to ensure quality of technical and development assistance with coordinated follow-up a necessity. The deployment of full-time UNDP staff working as either resident programme managers or consultant, with backstopping from global advisers, has had a demonstrated and evident impact on the UNDP's ability to identify and conduct effective regional level activities during the course of GPPS programme implementation.

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[57] Excerpt from PDIAR "Draft Concept Note" introduction.

6. West Africa

Summary

Background

- The West Africa programme is coordinated through an arrangement between the institutional development advisor at Regional Facility in Dakar and the GPPS programme office based in New York

- In the countries participating in the national level GPPS III programme which are also intended to be serviced by the Dakar-based West Africa Regional service centre, staffing, funding concerns, and domestic political challenges have inhibited the initial work plan for GPPS III funded activity, particularly during the second half of GPPS III implementation

- In Mauritania and Niger, pilot programs at the national level are evident and noted in the respective CO reports within this evaluation

Activities

- At the West Africa Regional level, and during GPPS III programme implementation, the West Africa Programme is noted for having been a limited participating component of GPPS

- There has been some success since 2010 in engaging the West Africa region in the BCPR Conflict Prevention & Recovery regional activity

Evaluation summary

- As a result of staff transition and due to external political factors and internal funding constraints, planned outputs for the region were limited and therefore constitute a brief section of this report

- Planned activities in support of regional Conflict Prevention & Recovery are relevant and pertinent given the events of late in the region—and in particular in Mauritania and Niger

- Best practices sharing and enhanced servicing of GPPS III participating COs combined with opportunities for more frequent communication among UNDP COs and between any regional programme and Mauritania and Niger Country Offices would benefit the national level programmes and enhance the role of the regional service centre.

Detailed assessment

7.1. Background[58]

West Africa as a region includes many of the countries with Human Development Indicators in the lowest ten percent in the world. There are many reasons for this, including the colonial heritage of underdevelopment, and often difficult climatic

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[58] Background section credit to GPPS II report and per conversation with WARSC programme manager.

conditions. Governance has also been an issue in the postcolonial period that has contributed to lagging development in comparison to other regions of the world. Many countries in the region have experienced periods of authoritarian rule and of political instability. Since the 1990's, however, most countries in the region have embarked on a democratic transition. With some exceptions, these experiments have been successful and have generated a substantial democratic dividend in terms of economic growth and enhanced human rights. Nevertheless many countries within the region continue to face governance challenges including weak and under-resourced legislative institutions.

The majority of countries within West Africa have externally-financed parliamentary development programmes, including the GPPS III national pilot in Niger, with the Mauritania programme to follow in 2011. The regional project under GPPS III is intended to build on the success of the current (and former) GPPS pilot projects while expanding opportunities for parliamentary process learning, exchange, and development more widely in the West African region.

7.2. Regional Project Activities

The primary issue for consideration regarding GPPS in the West Africa region is as follows:

1) **Conflict prevention and recovery** through work with regional parliaments and MPs as piloted from 2010 through coordination with UNDP New York office. For example, in Togo and Guinea Bissau by identifying conflict flashpoints in these countries and then devising appropriate conference and networking opportunities for MPs and parliamentary bodies to help predict and prevent future conflicts before they reach a critical level.

It is important to build upon the strengths of the GPPS programme moving forward, with regional initiatives a key consideration for UNDP regardless of the programme title or operational modality. Regional organizations should be a primary focus, including regional level treaties, legal harmonization, and oversight of agreed upon conventions.

7.3. Recommendations for future actions

Within the Conflict Prevention regional framework, there is an identified need for exchange of information, best-practices sharing, and enhanced communication between the GPPS, the Dakar Regional Service Centre and the 23 COs serviced by it. Knowledge management is also an important aspect of this exchange, and UNDP staff in New York and Brussels is well-placed to facilitate knowledge-sharing between (and among) Country Offices in this regard.

Section Three

Global Activities

Summary

Background

- Global programming has been part of the GPPS programme since GPPS I. In GPPS I emphasis was placed on normative tools, action research, and knowledge networking

- During GPPS II, global programming was expanded and systematized, focusing on carrying out specific projects considered to be highly innovative and of great utility as evaluation by internal and external partners

- Under GPPS III, extant global activities were broadened and outreach expanded to include greater participation by internal and external participants—including iKNOW Politics, AGORA, the Parliamentary Benchmarking initiative, and the Global Parliamentary Report

- Despite financial constraints, GPPS III has been able to fully deliver on the planned outputs and outcomes for its global obligations

- GPPS has been at the cutting-edge of developing new and innovative means of delivering and developing knowledge through social media and web portals, while doing so through multi-lateral partnerships

Detailed Assessment

AGORA and iKNOW Politics Web-Based Parliamentary Development Platforms

AGORA: http://www.agora-parl.org/

Overall, AGORA is cost-effective in developing and delivering knowledge and useful content via a web-based knowledge platform, and is a successful example of direct response to external demand in the parliamentary development field. It is also an example of successful demand-driven response to development, as it was designed and launched in response to a parliamentary development community request.

AGORA[59] is the result of work by a consortium of five primary implementing partners[60] and is managed from UNDP offices in Brussels, with UNDP responsible for staff and operational platform management. According to the AGORA project budget and workplan for 2011, this component of the GPPS III programme is fully-funded through the end of the third phase. Given

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[59] "Agora" is from the Greek for "marketplace," originally the largest market in ancient Athens. See: http://dictionary.reference.com/browse/agora
[60] AGORA is a consortium of five primary implementing partners: UNDP, WBI, NDI, the EC, and IDEA, with numerous contributing partners. See: http://www.agora-parl.org/

the sustainability question and reliance on donor funding, it is incumbent upon UNDP (and its partner organizations) to determine follow-on funding and a plan for at least short-term sustainability for this parliamentary knowledge and networking platform after 2011. Expressed implementing partner opinion indicates that AGORA is a useful, effective, and relevant knowledge platform for parliamentary development support.

AGORA is a useful tool for promoting operational standards through the benchmarking process and subsequent normative standards (e.g. parliamentary Code of Conduct, institutional tolerance, representative diversity, and social inclusion) in the years ahead. Sustainability is a key consideration, and a decision to support the platform by UNDP and other international institutions is an important aspect of that sustainability. As with any on-line platform, active and engaged membership is a key toward reaching sustainability as well. Funding combined with organizational involvement provides the basis for sustainability, with that latter side of the equation increasing in likelihood with steadily increasing membership. A multi-lingual format (e.g. English, French, and Russian) and the pending addition of Spanish and Arabic increases the likelihood that a sustainable membership base will be realized. Knowledge management challenges and the need to improve the internal management process (e.g. auto-submission of information for updating the different tools such as Atlas and project mapping) are underway and need to be implemented in the short-term (e.g. 2011) in order to help ensure long-term success. As is the case with iKNOW Politics, it is important to consider how to implement a project with broad ownership and multi-institutional engagement. UNDP has accomplished the operational management of both sites, although consideration should be given to how to ensure continuity when there is staff turnover.

In terms of GPPS III programme components, AGORA has been a successful UNDP project both internally and with external implementation partners. There is a dedicated staff in Brussels, and good inter-institutional coordination through an inclusive and collaborative operational model. It is perhaps best to consider obtaining dedicated funding for the operational side of AGORA with reliance upon implementing partners to provide support for membership and content.

AGORA is an example of coordinated project implementation under GPPS III with other international organizations and international NGOs which has enhanced the success of UNDP's work globally while solidifying the reputation of UNDP among international implementers and parliamentary practitioners.

iKNOW Politics: http://www.iknowpolitics.org/

The International Knowledge Network for Women in Politics (iKNOW Politics) was introduced during the GPPS II programme, and expanded with site redesign during GPPS III. Like AGORA, iKNOW Politics is the result of a cooperative effort among five primary implementing partners.[61] The project is supported by a New York-based programme facilitator based out of

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[61] The International Knowledge Network of Women in Politics (iKNOW Politics) is an online workspace designed to serve the needs of elected officials, candidates, political party leaders and members, researchers, students and other practitioners interested in advancing women in politics. It is a joint project of the United Nations Development

UNWOMEN, and regional coordinators located in country offices of NDI, IDEA and UNDP. Some web content management is conducted by a consultant in Brussels.

iKNOW Politics[62], like the AGORA parliamentary on-line platform, provides an accessible opportunity for women and women MPs to network, engage as part of the issue-based working group process, and to learn from one another and via an on-line resource library. iKNOW Politics provides training resources, case studies, and practical means for women to express their voice in the political process. As a result, the GPPS III connection to iKNOW Politics has been a productive and successful collaboration in which the goals of the GPPS programme coincide with the mission of iKNOW Politics.

Engagement with regional service centres has increased the effectiveness and reach of iKNOW Politics and helped to support the sustainability of regional efforts. One example is utilizing iKNOW Politics as a platform for networking and information sharing subsequent to work at a regional level with women MPs from the Arab States. Another is providing training modules for women candidates and women MPs to help improve their election campaigns and thereafter their performance as public speakers and elected representatives in parliament.

iKNOW Politics is a dynamic knowledge platform for information, idea exchange, knowledge sharing, training, communication, and networking. Proactive engagement as part of UNDP parliamentary strengthening activity enhances not only the platform's sustainability but also the role of women in the political process local, regionally, and globally. As such, iKNOW Politics focuses intensively on campaigning and mechanisms for engaging women in the political process, while AGORA is intended to be an invitation-only portal for practitioners in the field of parliamentary process and parliamentary development. In the former case, the portal would benefit from proactive engagement of young women at the university level who will, over time, become women leaders—including potential roles as women political and parliamentary representatives.

At the regional level, there is a potential challenge in some geographic areas when relying upon web-based portals for networking, information exchange, and content-sharing with knowledge management. In Africa, for example, many if not most participants do not have access to the internet or email. There is an increasing potential for alternative information exchange such as via cellular phone and SMS. iKNOW Politics is also investigating use of the radio for content and information delivery regarding aspects of women's political participation.

AGORA and iKNOW Politics Recommendations

Both web platforms would benefit from increased cross-referencing and direct or hot links to relevant or related content. For example, women MPs working on issues relevant to the MDGs in North Africa who are members of AGORA could find topical and relevant information and

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Programme (UNDP), the United Nations Entity for Gender Equality and Women's Empowerment (UN Women), the National Democratic Institute for International Affairs (NDI), the Inter-Parliamentary Union (IPU) and the International Institute for Democracy and Electoral Assistance (International IDEA). See: http://www.iknowpolitics.org/node/220

[62] The International Knowledge Network of Women in Politics (iKNOW Politics): http://www.iknowpolitics.org/

networking opportunities on similar issues at iKNOW Politics. While AGORA has been on line since March 2010, iKNOW Politics has been operational since 2007. In the interest of sustainability and resource maximization, it would benefit UNDP and affected participants and partners to investigate such opportunities moving forward. The iKNOW Politics portal has been redesigned over the course of the past year, and is proving to be incredibly useful—and in particular for repeat users and those seeking to network and exchange information relevant to women in society, development, politics, and parliament.

iKNOW Politics

iKNOW Politics experienced an average of approximately 45,000 daily site visits during the first three months of this year, with a high rate of site hits but a relatively low rate of return users at +/- 10 percent. The iKNOW Politics membership base is approaching 10,000 at this point, and 5,324 total resource documents are currently available in the iKNOW Politics library in English, French, Spanish and Arabic, and nearly 4,000 news stories were posted on the site.[63]

In order to maintain and enhance the effectiveness of iKNOW Politics as a sustainable parliamentary strengthening tool, consideration of changes to internal process and planning is suggested. Several of these recommendations may also apply in different form to enhanced implementation and sustainability of AGORA.[64]

- Involve iKNOW Politics staff in the initial discussions and planning process for ProDoc formulation

- Discuss and incorporate programmatic opportunities for integrating iKNOW Politics into programme planning at the CO and regional levels (e.g. GPPS III countries like Mauritania where logistical and financial constraints hinder implementation of campaign training for potential women MPs for the November 2011 elections).

- Enhance the capacity and content of the iKNOW Politics virtual on-line library, including transmission and regular updating of content with full cooperation and engagement between iKNOW Politics and CO/RSC staff.

- Provide opportunities for more extensive and regular communication between iKNOW Politics and CO/RSC colleagues—utilizing email, telephone, Skype and the iKNOW Politics website.

- Enhance the breadth and scope of iKNOW Politics as part of strengthening support for women who are members of national and regional parliaments, parliamentary groups and

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[63] See iKNOW Politics monthly digest: January—March 2011
[64] As noted in the 2011 AGORA workplan, a number of operational and end-user improvements are planned and being implemented to enhance the utility of the web portal.

individual parliamentarians through training, site reference, and dissemination information regarding the platform.[65]

- Engage UNDP/iKNOW Politics partners in better promoting the site on their own web portals (e.g. NDI, IDEA, IPU, and WBI).

AGORA

AGORA has a lower rate of recorded site visits, but a higher rate of repeat views and content access. In terms of end-user access to the site, most recent statistics for AGORA indicate that more than 23,000 viewers have accessed the main introductory portal of late, with an additional 13,000 accessing various specialized areas of the portal. These 36,000 visits by parliamentary practitioners represent more than 200 countries or territories thus far this year. New visitors are noted for accessing the site twice as often as repeat users.[66] In terms of proactive repeat user practitioners, the 2011 AGORA workplan calls for establishing a minimum of 500 trusted area repeat users—with 560 members on-line to date. These invited members act as the baseline core group for eventually reaching a sustainable membership base (or "critical mass" of active and repeat users). Forward planning and platform changes are in process as of this writing, with the intended implementation of enhanced international partner coordination to ensure that the platform (and partner technical assistance) fill identified gaps in parliamentary process technical and development assistance.

Specific improvements to the AGORA parliamentary platform include enhanced periodic email updates, an expansion of the virtual library with author and organizational recognition in the invitation-only trusted area, multi-lingual on-line video content, and e-Learning, e-Training, and e-Discussion modules.[67] The UNDP programme team is also investigating longer-term EC donor funding for this project, with a transitional emphasis on maintaining the platform as a small-scale, flexible, responsive, and member-driven platform with a modest annual operational budget.[68]

Cross-referenced topical areas for future consideration include the Pacific Region and Climate Change at the regional level and relevant to both iKNOW Politics and AGORA. Specificity and regionality are considered key considerations for both web platforms. At present, UNDP is the most active participating institution for both platforms, due in part to the management and financial responsibility UNDP has for both.

Parliamentary Benchmarking

- International governance practices are increasingly guided by formal and informal standards or norms

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[65] For example, the iKNOW Politics bookmark with brief information regarding the site and reference to its purpose as provided to the evaluator in a UNDP information packet.

[66] See AGORA Parliamentary site log for May 2011 (UNDP Brussels office)

[67] At present, AGORA provides content in the English, French and Russian languages. The addition of Spanish and Arabic language content is planned and pending. See: http://www.agora-parl.org/node/17

[68] At present, the AGORA operating budget is approximately $400k USD per year.

- GPPS has worked with the Commonwealth Parliamentary Association (CPA) on best-practices or norm-setting projects, as well as similar projects with APF

- The GPPS/IPU project entailed development of a workbook on parliamentary best practices under GPPS II

- During GPPS III, the CPA developed a set of parliamentary benchmarks. GPPS has developed a set of benchmarks for the Asia and Pacific regions. APF also adopted benchmarking standards with GPPS assistance.

- GPPS has supported the continuation of work already begun by CPA in conjunction with the World Bank Institute, which has resulted in the development of recommended 'benchmarks for democratic legislatures'[69]

There is evidence of independent regional parliamentary association action and proactive implementation since UNDP-sponsored Global component Parliamentary Benchmarking activity. For example, following a number of conferences in southern Africa from 2008-2011, SADC/PF[70] initiated, identified and adopted parliamentary benchmarks with the support of UNDP among others.

The Parliamentary Confederation of the Americas (COPA)[71] likewise initiated and identified regional benchmarks which they then plan to rework and implement as a set of parliamentary benchmarks from 2011. COPA also intends to adopt gender-related benchmarks as well.

As an indicator of success and regional parliamentary association commitment to the benchmarking process, for the March 2010 Benchmarking Conference, only 20 of 80 participants were sponsored by UNDP and participating international partners. Not only as evidenced by this example but also as shown by subsequent adoption of voluntary benchmarks in the year since that conference, this programme within the broader GPPS III framework has been a high-impact, relatively low-cost, and partner-owned aspect of GPPS.

- The parliamentary benchmarking process began in 2006 and the CPA, APF and SADC/PF identified and adopted regional standards during GPPS III
- COPA participated in a benchmarking conference (2010) which will likely result in adoption of benchmarking standards and GPPS continues to work with them toward this goal

Parliamentary Benchmarking Partners

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[69] The WBI in conjunction with independent authors is currently developing a 'Benchmarking and Self-Assessment Handbook for Parliaments' to focus on country-specific and regional parliamentary association examples of the parliamentary benchmarking process around the world.

[70] The Southern African Development Community Parliamentary Forum. See: http://www.sadcpf.org/onlinedoc/index.php?disp=nationdocs.php&nation=8&natname=South%20Africa

[71] *Confederacion Parlamentaria de las Americas.* See: http://www.copa.qc.ca/

NDI has engaged with UNDP in the parliamentary benchmarking process extensively. Parliamentary Benchmarking has been a positive and productive collaborative effort among partner organizations, including NDI, UNDP and WBI, noting the success of SADC/PF and COPA (among others) in identifying and devising parliamentary benchmarking standards.[72] Notable success in 2011 moving forward with "parliamentary monitoring organizations" (PMOs) as a collaborative effort primarily between NDI and WBI.[73]

Looking toward the next five years, NDI anticipates more work with PMOs as well as working with willing parliaments on normative standards which would include institutional tolerance, diversity, and conduct beyond the fundamental parliamentary standards currently in process through INGO (e.g. NDI, UNDP, WBI et al) and parliamentary association initiative (SADC/PF and COPA among others). The eventual goal for NDI with partners (including UNDP) is to see first adoption of institutional standards toward parliamentary body independence, structural sustainability, and fundamental procedures. Thereafter, the next level is perceived by NDI to be a worthwhile goal for parliaments and INGO technical assistance.

The World Bank Institute has also engaged with UNDP in the parliamentary benchmarking process. WBI has collaborated with UNDP primarily on AGORA and the parliamentary benchmarking process under the GPPS III programme. The March 2010 Parliamentary Benchmarks Conference is an indication of the successful collaboration between WBI and UNDP, and highlights the complentarity of parliamentary development assistance as provided by the two international organizations. It is important to note that most international implementers are sometimes erroneously viewed as donors by local partners. In the WBI and UNDP examples, this is avoided due to the successful presence of both organizations at the national level.

WBI emphasizes a pedagogic approach to development, which includes south-south cooperation toward sustainable global development. A focus on parliamentary strengthening and committee capacity building is complementary with UNDP approach, and important to consider that the demand for parliamentary process strengthening—including the Parliamentary Benchmarking imitative—far exceeds the capacity of a relatively small group of international organizations engaged in this work.

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[72] The Parliamentary Confederation of the Americas (COPA), see: http://www.ictparliament.org/node/714. See also PARLIAMENTARY CONFEDERATION OF THE AMERICAS COMMITTEE ON DEMOCRACY AND PEACE: The Contribution of Parliaments to Democracy—Draft Benchmarks for the Parliaments of the Americas. Document prepared by the Québec Secretariat of COPA National Assembly of Québec (July 2010). Regarding Parliamentary Benchmarks (general), see AGORA http://www.agora-parl.org/node/2708 and documents specific to the South African Development Committee Parliamentary Forum (SADC/PF) on AGORA: DRAFT BENCHMARKS FOR DEMOCRATIC LEGISLATURES IN SOUTHERN AFRICA http://www.agora-parl.org/sites/default/files/Draft%20Benchmarks%20for%20Democratic%20Legislatures%20in%20Southern%20Africa.pdf

[73] See NDI re Paris conference on parliamentary benchmarking (http://www.ndi.org/node/16095) and parliamentary monitoring organizations (PMOs) on AGORA: http://www.agora-parl.org/sites/default/files/Research%20project%20on%20parliamentary%20monitoring%20organizations.pdf

The WBI[74] has established a procedural and complementary benchmarking guide, and intends to work with other benchmarking implementers in 2011 toward preparation and dissemination of a text specific to regional parliamentary associations and the benchmarking process.[75]

Parliamentary Benchmarking in General

Regarding the parliamentary benchmarking process, it is important to maintain momentum among participating international partners and within the engaged regional parliamentary associations. Publication and dissemination of the project's success coincides with funding dedicated to the process. It would benefit UNDP and highlight both an institutional strength and the GPPS programme to dedicate more resources to the benchmarking project.

Global Parliamentary Report

- A global report providing a comprehensive review of global parliamentary trends on a regional basis

- Intended for a wider audience than more technical parliamentary practice texts or manuals

- A narrative report which intends to tell a story to inform and inspire readers toward improved parliamentary practice

Background[76]

Parliament is the central institution of democracy, through which the will of the people is expressed, laws are passed and government is held to account. Parliaments' contribution to democracy has been analyzed in the 2006 IPU publication *Parliament and democracy in the twenty-first century: A guide to good practice*. The guide provides a comprehensive and systematic account of the central role that parliament plays in a democracy. It describes what it means for a parliament to be truly representative, transparent, accessible, accountable and effective in its many functions. One of the main themes that emerge is the sheer diversity of parliaments due to their specific historical, political, social and cultural contexts.

All parliaments operate in a perpetually changing political environment, which they also contribute to shaping. Notwithstanding their differences, many challenges are common among parliaments. These include perennial issues such as the relative power of parliament vis-à-vis the executive branch of government; and public trust, which underpins parliament's legitimacy to represent citizens. More recent concerns include the place of parliaments in an interdependent

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[74] See WBI Assessment Framework (2009): http://wbi.worldbank.org/wbi/Data/wbi/wbicms/files/drupal-acquia/wbi/LSEWBICapstoneReportFinal.pdf

[75] Per conversation with former UNDP benchmarking consultant. This WBI-sponsored text is in process as of this writing, and will include examination of regional parliamentary associations (SADC/PF, COPA, et al) and parliamentary benchmarking initiatives. The publication will also highlight the work of international implementers engaged with these associations in this process—including WBI, NDI, the IPU, and UNDP (pending).

[76] Excerpt from the Concept Note for the *Global Parliamentary Report* (revised version June 2010).

world, where fundamental decisions on issues such as the rules of international trade or the response to climate change are taken in global fora far from national parliaments; and the relation of national parliaments to existing or emerging supranational assemblies.

Parliaments are undergoing considerable change, as they seek to adapt to the challenges of the new century. Yet parliaments are still held in relatively low esteem in many regions of the world, with the accompanying dangers for democracy and development. It is important to reaffirm the central role of parliaments in democracy, and to support and stimulate efforts to strengthen the parliamentary institution.

Meanwhile, parliamentary development has become an important and growing area of activity and the donor community is beginning to invest more heavily in parliamentary development. The potential of parliamentary development to improve human development has been recognized almost since the creation of the Millennium Development Goals. The 2002 UNDP Human Development Report, "*Deepening Democracy in a Fragmented World*", underscored the idea that politics is as important to human development as is economics.

Project Rationale

There is an identified gap in current knowledge of development trends as they affect parliament, and no globally-recognized report on parliaments yet exists. The United Nations Development Programme (UNDP) and the Inter-Parliamentary Union (IPU) proposed the development and dissemination of a comprehensive *Global Parliamentary Report* to provide a contemporary and informative publication which would not only inform a broad readership of practitioners and non-practitioners in the parliamentary development field, but also meet the organizational mandates of both UNDP and the IPU. The GPR is intended to be innovative, authoritative, and comprehensive in scope with broad appeal to a diverse readership.

Implementation under GPPS III

To date and as of this evaluation, the GPR remains a work in progress. The ambitious scope of the project has equated to an extended timeline for commissioning, drafting, revising, compiling and publishing the GPR. It is expected that the GPR will be published by the end of the GPPS III programme implementation timeline, with subsequent evaluation and possible publication of follow-on texts to occur thereafter.

Section Four

General GPPS III Programme, Administrative and Operational Issues

Summary

Background

- The organizational structure of GPPS is compact, with a geographically dispersed programme and operational management structure which capitalizes on extant communications technologies

- The programme reports internally within UNDP through the organizational structure of the Bureau for Development Policy

- The programme liaises with current and potential donors through GPPS presence in both Brussels and New York

- The project is operationally implemented by UNOPS, which primarily entails provision of financial accounting, travel logistics, and certain administrative support

Evaluation summary

- Project leadership is committed and engaged, with HQ and field staff working toward accomplishing both pilot projects and longer-term donor funded initiatives at all levels of programme implementation—although, and as noted previously in this evaluation report, there are areas which would benefit from improved and enhanced implementation strategies.

- The organizational structure is functional, though institutional memory varies (and with it the ability to maintain momentum) at the HQ and field office levels

- Internal barriers to flexibility and adaptability of programming response is viewed as an impediment to more effective development assistance at the national and regional levels. A demand-driven focus at all levels of programme design and implementation would serve to enhance UNDP development assistance and maximize the impact of available resources in the years ahead

- There is some continued dissatisfaction with the services provided by UNOPS which has yet to be fully resolved since the GPPS II evaluation (2007), although an equal response indicating that UNOPS should be maintained during follow-on parliamentary development assistance

Recommendations

- Follow-on parliamentary development assistance should focus on UNDP's core strengths as defined internally and recognized externally. Namely, UNDP organizational neutrality, the global reach of UNDP, and the strength of extant (and potential) national and regional programmes. A thematic approach on a continued pilot basis is recommended, addressing such MDG-related topics as Human Rights, Climate Change & the Environment, and Parliamentary Process Strengthening

- Commitment to development at all levels (national-regional-global) includes commitment to the staff responsible for establishing relationships of trust and common endeavor—this

includes the nature and scope of staff contracts, compensation, and ability to devise, revise, and implement development assistance in response to direct engagement with recipients of UNDP development assistance

- Issues related to internal political and operational priorities might be addressed through an initial internal meeting at a suitable location for all relevant programme staff followed by periodic meetings and regular electronic communication between and among all programme levels. For example, an annual meeting followed by the opportunity for relevant programme staff to meet immediately prior (or after) regional conferences or seminars

GPPS III Overall Assessment, Recommendations, & Perspectives

General Assessment and Recommendations

The transition from GPPS II to GPPS III provided a number of opportunities for identifying lessons learned while recognizing that sole-source donor-driven funding can prove to be challenging to programme planning and implementation. Namely:

- Global programme at three levels (national/CO, regional/RSC, and global)
- Intended to be a 3-tier programme by design
- Regional offices were strengthened by the end of GPPS III
- 7 COs identified as best candidates for GPPS III revised to 4 due to various reasons, including political constraints and country programmme government expressed desire
- The regional level needed to strengthen the role and operational capacity of COs as identified during transition from GPPS II to GPPS III

By 2009, the question then became not only one of allocation of limited funds but also whether the donor-driven 3-tier and 17 component programme otherwise known as "GPPS III" is something that is either desirable or sustainable.

In all cases, the GPPS programme is recognized for operating at its best when programmes are:

- *Demand driven.* CO and regional programming operate in a coordinated fashion, and when a participating CO identifies programming needs through direct consultation with local partners, those needs are then translated into CO and regional level activities with post-project follow-up.
- *Tested* pilot projects through a seed funding mechanism are implemented which then lead to field-based fundraising toward longer-term programme implementation with a thematic, relevant, and timely implementation strategy (for example, COs participating in conflict prevention and recovery efforts, regional MPs attending a conference on a given topic which then results in ongoing working groups)
- *Time Limited.* Programme participation by those national, regional, and global parliamentary practitioners who have identified development needs, expressed interest in

working with UNDP, and are then willing and able to maintain programme implementation momentum after the pilot project has been implemented

Based on these key variables, GPPS can ensure that the COs receive the technical and advisory services they require to develop and implement programs in support of parliaments that not only meet international standards and are of a high quality, but that are innovative, impactful and more likely to be sustainable. In return, UNDP and the broader community of parliamentary development practitioners are able to ensure that solutions, tools and methods are tested and lessons learned can be shared globally. It is through this compact between field level programmers and global and regional technical advisers that GPPS has created a system that is cutting-edge and has become a global leader in developing some of the most important innovations in parliamentary development.

It is important at this point to acknowledge the pilot project and seed funding intention of GPPS. Within this intentional operational methodology, and regardless of ultimate programme implementation funding levels, GPPS did succeed in providing seed funding to numerous COs, Regional and Global initiatives. The programme successes catalogued in this and prior GPPS evaluations indicate that the initial financial support and subsequent local fundraising efforts did work according to plan, and that these pilot projects were the basis for contributing to at least preliminary CO, Regional and Global component sustainability—including identification of field-based donors and securing of independent funding toward longer-term sustainable development.

This is demonstrated for example by the successful independent fundraising for follow-on programming conducted by the Mauritania CO and separately by PDIAR at the regional level. Globally, the AGORA web portal is fully funded through the end of GPPS and operates to an extent independent of GPPS as a result of being a multi-lateral endeavour.

At the regional level, the Arab States regional programme located in Beirut moved to Morocco, and became increasingly independent of the GPPS III operational and programmatic management structure with previously transferred GPPS funds and direct interaction with UNOPS. The GPPS III global level initiatives while identified with GPPS internally, likewise became increasingly distinct from the original donor-driven programme design.

At the national (CO) level, three of the four extant offices are not receiving funding under GPPS III as of 2011, and all are either securing alternative funding or limiting programmatic activity as a result. The global level initiatives are currently funded at least through 2011, including AGORA, iKNOW Politics, the Global Parliamentary Report, and the Parliamentary Benchmarking Initiative—although not all global programme components are operating at the same level of output or with comparable staff resources.

The primary challenge for UNDP during the transition from GPPS III to whatever will follow is the repeatedly communicated need to introduce institutional flexibility—both in funding and programme implementation. Once a ProDoc is written and counter-signed après a protracted negotiation and inter (and intra) institutional approval process, there is perceived to be little or no flexibility to amend, modify, or adapt the agreement in an expeditious and situational-responsive

fashion. As evidenced by the contemporary regional popular uprisings and subsequent constitutional and parliamentary reforms in process in the current GPPS operational theatre, UNDP (and its beneficiaries) would benefit from the ability to tap into a pool of funds dedicated to parliamentary development which are structurally flexible enough so as to allow a "rapid response" to the emerging development challenges underway across North Africa and among the Arab states. In Tunisia, for example, UNDP was able to utilize BCPR funds to provide technical and advisory services to the CO in a timely and flexible manner.

As the development needs of regional parliaments and MPs change, so too should UNDP development assistance modalities. Barring such change within the context of follow-on GPPS activity, the effectiveness and relevance of UNDP assistance beyond pilot stage and seed funding initiatives is at risk of decreasing over time.

The need for UNDP is also to determine how to convince regional governments that change and adaptation are both needed and necessary. While evidence of such change has been broadcast around the world during these first few months of 2011, the national and local authorities in Egypt, Tunisia, Libya, Yemen, Syria and elsewhere in the North Africa and Arab States region have not necessarily internalized the need for such change to be institutionalized.

If international development success is a result of rapid institutional response including short-term assessment, issue identification, funding allocation, and pilot programme implementation, then UNDP is not necessarily at present entirely well-positioned to take the lead in regional crisis prevention, response and post-conflict recovery.

The ProDoc framework for parliamentary development assistance is deemed too confining and limits creativity, adaptability and responsiveness for UNDP field staff. On a regional level—and particularly in the Arab States in 2011—the success of seminars conducted in coordination and cooperation with NDI and WBI requires the ability to adapt programme parameters thereafter. For example, issues raised by participants in such venues are currently sidelined not necessarily due to their viability or utility in the region, but more often because of UNDP institutional constraints and those proscribed by the ProDoc.

It is also important to consider the role of the opposition in Parliament, and to identify what UNDP can do to support democratization and conflict prevention in the North Africa and Arab States regions. Preliminary assessment has indicated that political parties are interested in additional development assistance to enhance their role in society through the electoral process and thereafter as elected representatives within the parliamentary assembly.[77]

UNDP is perceived as a neutral multi-lateral international organization, and is not generally identified as being a European or North American implementer as may be the case with other implementing partners in these regions. This perceived neutrality is an identified strength and potential benefit to proposed UNDP development assistance moving forward, and to possibly include development assistance beyond the current parameters of the GPPS III national, regional,

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[77] As undertaken by UNDP implementing partner NDI and as recognized by NDI during the evaluation process. See NDI young women leaders training in MENA: http://www.iknowpolitics.org/en/node/6560 and NDI MENA regional initiatives: http://www.ndi.org/middle_east_north_africa-full

and global initiatives. With proper planning, preparation and coordination, UNDP may find even more programming opportunities and enhanced complementarity with other regional partners—both domestic and international.

There is a continued need for UNDP to recognize and implement programmes which contain both a national (CO) and regional component to ensure sustainability and enhance development effectiveness. For example, in Algeria, Mauritania, Lebanon, Tunisia, Iraq and Egypt (among others) there is a recognized need for continued work with women in parliament, development assistance to parliaments in transition, and to establish the legal basis and fundamental tenets of political parties in parliament. These are also potential regional level initiatives common to parliaments throughout the Arab states.

In Tunisia, for example, such complementary national and subsequent regional level initiatives are best suited for a pilot project due to the relatively small size and greater accessibility of political parties in-country and within the Parliament. There is an identified need for UNDP to work with various bureaus (e.g. BCPR) proactively and with international implementing partners (e.g. NDI, WBI), and creatively with new partners at the national and regional levels (e.g. opposition parties, women MPs).

From the point of view of those currently working at the national and regional levels under the extant components of the GPPS programme, there is a need to refine and reconfigure the scope of UNDP parliamentary development assistance. A successor programme should not be designed in response solely to donor priorities, nor is it practicable to cluster upwards of 17 distinct development assistance components under a single all-encompassing programmatic umbrella.

Whether the successor programme to GPPS is comprised of several tiers is another important consideration. The global component is perceived internally to be more of an internal UN organizational desire than an external development necessity. Both the national and regional programmes are generally considered vital from an internal point of view, whilst the global component is perceived by many external partners as being an important strength of UNDP development assistance. Global programmes also serve to raise organizational profile among other international implementers and donors.

Country Office lessons learned as a result of the overall GPPS decade-long development assistance project should be identified, catalogued and most importantly shared in an accessible manner with other COs in the operational theatre of the current GPPS programme and around the world. There is an identified need for enhanced Country Office communication with sister offices regionally, and for the RSCs to communicate more frequently and effectively with COs—including previously mentioned communication and mutual agreement on potential or planned regional activities involving national level domestic participants. The incorporation of strictly Francophone countries into the current and potential successor programmes is identified as a strength by some internal interlocutors and as a potential weakness by others who addressed this topic during external interviews. In any case, incorporation of a common linguistic basis is perceived as having made internal programme management and communication easier to accomplish.

From 2012, it may no longer be possible to continue GPPS as a multi-faceted and sometimes fractured entity constructed under a primary donor umbrella. There is a stated need for increased clarification and definition of how the BCPR and GPPS conflict prevention & recovery component coincides with the stated goals of the current GPPS programme, and whether this overarching thematic construct is viable moving forward—and in particular considering the current significant and in some cases momentous political and social changes underway in the North Africa and Arab States regions.

Repeated internal interlocutor reference to the highly decentralized nature of the UN and UNDP organizational and management structure is of note. From the internal UNDP New York and Brussels perspectives, there is a need to better manage the communication, financial, and programme implementation processes in the field. From those field interlocutors engaged, there likewise is a need to decentralize programme funds and programme implementation processes to include local (CO level) and regional authority to identify, assess, and implement programs more rapidly and with less perceived bureaucratic oversight and mandatory internal process than is the case at present. The CO is perceived as having greater authority and autonomy than either the regional or global programme components, although the CO has less perceived flexibility to respond to the changing external environment and shifting political sands due to the constraints of the protracted process necessary to devise and approve a ProDoc, accompanying budget, and annual workplan combined with the limitations on action imposed by the counter-signed ProDoc with local governments more inclined to the status quo.

Follow-on Programming

Regarding potential donors for follow-on programming from 2012, such potential donors as the European Commission/European Union are indicated to be moving toward an alternative approach to development—particularly in the Sub-Sahara, North Africa and the Arab States regions.[78]   That is, a potential focus for UNDP parliamentary process strengthening and parliamentary development that incorporates aforementioned strengths (including global reach and neutrality) with a recognition of contemporary donor priorities—such as thematic development based upon universally-recognized human development priorities for the 21st century.   This thematic approach may include areas coincident with the UN Millennium Development Goals such as Human Rights and Climate Change & the Global Environment, consistent with MDG 7 (Environment) and the overall objectives of the MDGs for 2015. [79]

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[78] See: The European Commission, Communication from the Commission to the Council and the European Parliament. "The European Union's Role in Promoting Human Rights and Democratization in Third Countries" (Brussels, 8 May 2001 COM(2001) 252 final)/
http://www.initiativeforpeacebuilding.eu/resources/Communication_on_Promoting_democracy_and_HR.pdf . See also: The European Commission Directorate-General Development and Relations with African, Caribbean and Pacific States. ENVIRONMENT AND NATURAL RESOURCES THEMATIC PROGRAMME 2011-2013 STRATEGY PAPER&MULTIANNUAL INDICATIVE PROGRAMME *Final draft (reflecting DCI Committee comments 29/10/2010)/ http://ec.europa.eu/europeaid/how/finance/dci/documents/enrtp_strategy_paper_2011-2013.pdf.*
[79] See: *Human Rights and the Millennium Development Goals: Making the Link* http://hurilink.org/Primer-HR-MDGs.pdf and UN MDGs at http://www.undp.org/mdg/goal7.shtml.

Looking toward the future and potential follow-on programming, there is also an identified need to continue UNDP-sponsored parliamentary development assistance within the context of contemporary geo-politics and the ongoing needs of regional parliaments. 2011 has proven to be very different from the decade that preceded it and from the operational theatre political environment of the initial phases of UNDP's parliamentary process strengthening programme.[80]

Furthermore, it is a very real programmatic challenge for UNDP parliamentary strengthening programme to be limited to parliamentary capacity-building whilst other implementing partners concurrently involved in such jointly-sponsored initiatives as Parliamentary Benchmarking, the GPR, AGORA and iKNOW Politics are allocated a more comprehensive portfolio of development assistance to include civil society, political parties in parliament, and elections.[81] A secondary challenge inherent in any planned expansion of parliamentary development assistance beyond pipelined parliamentary capacity building is the conveyed desire to maintain the level of positive and complementary cooperation with internal and international development partners evident during the first decade of the GPPS programme. On a separate note, the EC position in Brussels is that UNDP benefits and by extension national and regional partners benefit from cross-fertilization of institutional strengthening at various stages in the election cycle. That is, work with candidates for parliament that then parlays into work with MPs and parliamentary groups once the election cycle is accomplished. From the EC perspective, this complementarity is further enhanced by UNDP work in regional conflict prevention and recovery. In all three complementary spheres, however, it is important for UNDP to consider:

- Sensitivity of the issues addressed through development work;
- Sensitivity of the host country governments at the national (CO) level;
- The import to assess where a parliamentary development needs exist and to then provide appropriate human and financial resources to fulfill that need, and;
- Linking programme focus with institutional knowledge to provide sustainable development assistance.

In all cases, identifying the appropriate process entry point(s) is important. Specifically, UNDP should assess needs utilizing field assessment resources, establish working group(s) on an issue-focused basis, and then determine whether the development assistance is best delivered at the global, regional or national level. The UNDP's established neutrality and technical expertise in parliamentary development assistance as demonstrated over the course of a decade within the GPPS programme framework are strengths which should be incorporated into follow-on programme planning. It is organizationally advantageous to provide support to national and regional level offices whilst allowing quasi-independent entities created previously to become fully financially and operationally independent—such as AGORA. This refined focus then allows UNDP to fully realize a demand-driven and sustainable response to human development.

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[80] See the Arab States Regional Seminar Report: *Strengthening the Role of Parliaments in Crisis Prevention and Recovery in the Arab States Region* (2—4 November, 2010 in Amman, Jordan, published December 2010) and the Arab Parliaments website at http://www.arabparliaments.org/

[81] NDI for example is engaged in all four areas of development assistance. While UNDP does have distinct programmes of development assistance for civil society and electoral process, these components are not integrated into the parliamentary strengthening programme. Political party assistance within the political parties in parliament and political party legislation context is as of this writing only in the early planning stage for eventual implementation within the current GPPS operational theatre.

Addressing fund allocation and dedicated resources for parliamentary strengthening may enhance the effectiveness of UNDP parliamentary development assistance. For example, the UN Democracy Fund allocates financing specifically for civil society development. Were the UN to consider a comparable course for parliamentary strengthening, it is likely that future development assistance in this area would prove to be even more effective (and by extension more likely to prove sustainable) than has been the case subsequent to donor fund reallocation since the introduction of GPPS III.

External Interlocutors

Externally and from the Brussels perspective, UNDP's extant parliamentary development specialists at the national level are not universally considered to be the primary strength of the overall global parliamentary development assistance programme. Rather, it is in the success of parliamentary issue-based working groups, regional conferences, and national level technical assistance over the past decade that is most often identified and recognized, along with UNDP's perceived neutrality in the international development field[82].

Regarding UNDP parliamentary development process and staff:

- There is an identified need to focus on the parliamentary development and legislative qualifications along with regional expertise of UNDP staff at the field and headquarters levels;
- Identify, cultivate, and deploy consultants with the requisite expertise and experience so that UNDP parliamentary TA is as cost effective and developmentally sustainable as is possible;
- Specialization in the sometimes arcane field of parliamentary development comes more from legislative process experience than necessarily as a result of educational credentials;
- MPs from any given parliament have a highly developed level of political acumen—regardless of country of origin or level of formal education. This is important to remember when identifying and deploying experts to work with national parliaments or regional parliamentary groups;
- As is possible, UNDP should consider how technical assistance is delivered and what that means institutionally. In other words, is TA simply the provision of computers and electronic equipment to national parliaments or something else? If so, what and how does UNDP intend to deliver development assistance to engaged national parliamentary assemblies and regional parliamentary bodies in the future?
- Parliamentary Benchmarking should be viewed as a training module for national parliaments and regional parliamentary associations, and;

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[82] Nota Bene: A distinction was made among various components of the polity in a given national, regional or global development assistance programme: *Political Society* as distinct from *Civil Society* which is itself distinct from *Parliamentary Institutions*. See John Locke: *Of Political or Civil Society* from The Second Treatise on Government (1690) at http://www.cooperativeindividualism.org/locke-john_on-civil-vs-political-society.html and *The Civil Society in Conflict Management and Peace Building in Africa* by Said Adejumobi (United Nations/ http://unpan1.un.org/intradoc/groups/public/documents/IDEP/UNPAN002409.pdf)

- **Best practices** identification and sharing among parliaments is important. Most parliaments around the world are seeking practical information to address a range of fairly basic political, operational, constituent and parliamentary process issues.

It is clear from external feedback that UNDP regional initiative in the Arab States (PDIAR) is a success, and that regional initiatives are a UNDP development assistance success. For at least one interlocutor, it is worth internal consideration that UNDP can at times be "too politically correct," and that there is a need for mutually-sincere and deliverable commitments—both between UNDP and national or regional partners and between UNDP and its international partners. In all cases, organizational neutrality and a demand-driven technical assistance focus are key considerations when designing and delivering development assistance at all programmatic levels.

For some external interlocutors, UNDP has a comparative advantage at the Country Office level, with GPPS providing value-added to the regional parliamentary development process due to field-based experts in COs. Pilot projects which are responsive to the identified needs as assessed by these field-based experts are also a valuable contribution to human development. As such, UNDP should continue to provide adequate pilot project and seed funding to willing participant Country Offices around the world. If, however, $150,000 of originally programmed $750,000 is ultimately transferred to a GPPS participating CO, then the level of programming will logically decline proportionate to the available fund decrease.

Under GPPS III, only PDIAR received the originally budgeted funds during this phase of the programme.

There is a need for more practical expertise on the ground. Specifically, an increase in pilot projects, an increase in the availability of seed funding for pilot projects in those worldwide COs which have identified a demand-driven programme need which is desired by host country partners, an increase in best practices sharing, and an emphasis on the accumulated experience and expertise of UNDP under GPPS overall as demonstrated over the course of the past decade.

If there were to be consideration of formulation and implementation of a "GPPS IV" programme, it would be incumbent upon UNDP to first secure dedicated funding which would not be optional for the donor(s) to reallocate to separate—and therefore inaccessible—UN funding reserves.

At the Regional and Global levels, it is very important for UNDP to maintain and strengthen its presence. This is particularly evident given the events occurring in North Africa and the Arab States to date in 2011. The UNDP should focus on its established knowledge base with cultivation of expertise and solidifying extant networks of MPs and other parliamentary actors.

There is an identified need for more senior and experienced field-based UNDP staff. As parliamentary practice is a specialized and somewhat limited field of expertise, it is evident and obvious to interlocutors when UNDP staff exhibit the requisite level of experiential and parliamentary practice expertise.

AGORA is a well-received and potentially sustainable project, with a broad base of buy-in among the international community and end-users who are parliamentary practitioners. The Benchmarking project and GPR are useful tools as well, but perceived by some to be primarily UNDP and WBI instruments rather than part of a broader parliamentary practice community, with maintenance of programme implementation momentum a key consideration.

It is important, then to accelerate parliamentary development assistance rather than to consider downsizing UNDP development assistance in the parliamentary strengthening field. It is critical therefore to engage other donors, practitioners, and members of regional and national parliaments even more intensively and extensively in order to maintain the momentum established during the past decade within UNDP GPPS programmatic paradigm. In all cases, and as noted elsewhere in this report, programming should respond to demand-driven needs and be made available to willing participants from diverse geographic and parliamentary practice areas.

Enhanced and deeper engagement with the European Commission and the European Parliament is one such option when looking toward future engagement and UNDP-sponsored parliamentary process strengthening.

BDP should focus resources where UNDP can have the greatest sustainable development impact, and in accordance with UNDP development mandate. In New York, UNDP would benefit from additional personnel with specific practical skills relevant to parliamentary development and parliamentary process strengthening, including those able to compile, evaluate, and disseminate best practices to other UNDP offices at the national and regional levels.

It is important for UNDP to consider as programme planning moves forward from GPPS and toward a successor programme of technical assistance the question "Where can UNDP make the greatest impact with available resources in the interest of sustainable development?" This is evident, for example, in the global-level programme component specific to the Global Parliamentary Report (GPR) which, while useful, is seemingly far too ambitious to accomplish within the allocated timeframe and with available internal and external resources.

UNOPS

Finally, it is the opinion of several interlocutors that UNOPS has been prohibitively challenging regarding programme implementation from the field point of view. Interlocutors at the headquarters level are of the opinion that the UNOPS operational management of GPPS was a success and that such an arrangement should continue as part of any UNDP parliamentary process strengthening programme.

Appendix One

Project Methodology and Implementation

Evaluation constraints

In the case of the GPPS III evaluation (and in contrast to the GPPS II evaluation process), the evaluator notes:

- The preliminary New York HQ trip provided a solid basis for understanding the various programme components and the overall GPPS III structure due to intensive interaction with the GPPS Senior Advisor and New York-based programme staff
- The Brussels office visit was very short in duration and arrangements for internal and external interviews were possible only within a short time prior to the two days on the ground. Despite these constraints, available interlocutors provided a number of substantive comments which are included in this report albeit not in response necessarily to extensive interaction with or understanding of the GPPS programme per se, but rather in response to an understanding of more general UNDP development assistance.
- No field visits were budgeted nor practical within the two-month time constraint from contract signing to first draft submission. As such, the evaluator relied upon Skype communication and email correspondence, neither of which provided adequate in-depth feedback in comparison to the number of direct programme participants engaged and interviewed over a longer period of time during the GPPS II interview and evaluation process. Of note is the fact that two consultants were hired for a 6-month evaluation process inclusive of field visits to all Country Office programmes evaluated in the GPPS II report.
- The reallocation of dedicated funds from GPPS III to UNDP Core Funds created an evident and oft-cited disconnect in terms of programme ownership, support, and continuity during the majority of time during which GPPS III was intended for fully-funded implementation. One result is that the ProDoc and work plan defined results were either met to a limited extent or not met with these programme activities still pending or projected from 2011.

a. Methodological approach

During the first month of this evaluation, the evaluator was provided with soft copy of available documentation for GPPS III programme implementation. These documents along with an initial trip to New York to meet with the GPPS III Parliamentary Development Advisor along with a number of New York-based internal and external interlocutors provided the basis for the draft Evaluation Report framework. Subsequent interaction with a limited number of UNDP CO and RSC staff as well as global component participants via Skype and to some extent in Brussels completed the basis for this report. Additional documentation was provided via email as a result of the evaluation interview process and served to better inform a number of areas of this report. Likewise, requests for clarification on certain points were readily provided as the draft was being written. Requests to all field-based interlocutors for review and completion of relevant sections
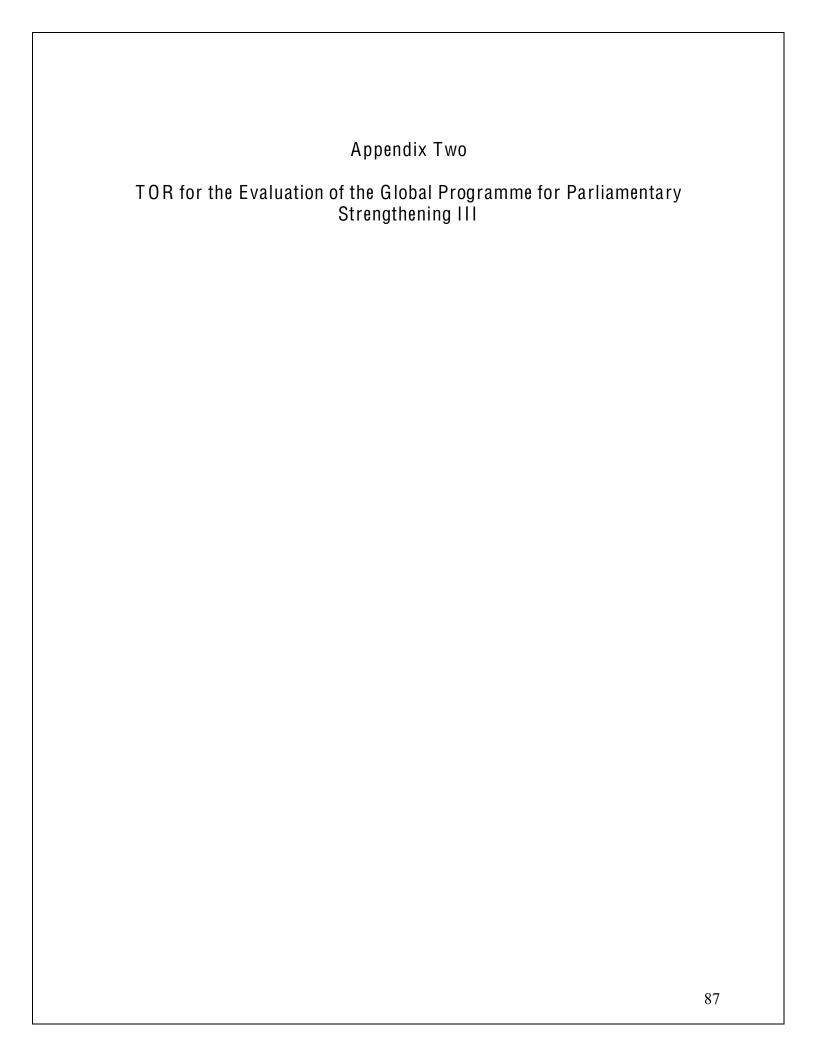
of the Evaluation Questionnaire were met with verbal agreement although none was submitted. In one case (Niger), no field contact was established during the duration of the evaluation process.

The standard practice of interviewing internal and external interlocutors could be enhanced as part of future evaluations were there sufficient funds to contract at least two evaluators while ensuring CO, RSC and Global participant understanding and acceptance of the import of the evaluation process well in advance of contract signing and project implementation. The significance of face-to-face meetings is apparent and despite the financial and logistical limitations imposed by budgetary and time constraints, it is strongly recommended that future evaluations are conducted over a longer time period, with additional financial resources allocated, and inclusive of multi-lingual evaluators. In the case of the GPPS III evaluation, for example, internal and external interlocutors would have benefited from a fluent French speaker given the Francophone composition of the majority of the program components reviewed.

Another crucial component in institutional evaluation is context. This is readily illustrated in the involuntarily limited scope of the Country Office programming due to funding constraints and in response to the political sensitivities of host country governments currently struggling to maintain the political and social status quo in the face of potentially momentous regional change within the GPPS III operational theatre. The flexibility and responsiveness that is a recognized and appreciated hallmark of the GPPS programme overall is jeopardized by internal factors (e.g. dedicated funding reallocation causing budget constraints) and external factors (e.g. the socio-political upheaval across the West Africa and Arab States regions, particularly in Algeria, Mauritania, Niger, Tunisia, Egypt, Libya, Syria, Yemen, and potentially in many more nations from West Africa across the eastern Mediterranean).

The initial programme design was based upon a fully-funded diverse (e.g. 7 CO) model. Internal and external factors forced a revision in programme design and implementation, and a subsequent midstream evaluation of how UNDP could best leverage available resources to maintain the responsiveness and flexibility of the programme overall while acknowledging that decreased financial resources equate with a rationalization of development assistance.

As recognized by all interlocutors, however, UNDP has a continued positive and productive role to play in fostering democratic parliamentary development within interested countries, across potentially volatile regions, and through appropriate global programmes which fully engage identified and willing partners toward the goal of human development.

Appendix Two

TOR for the Evaluation of the Global Programme for Parliamentary Strengthening III

TOR for the Evaluation of the Global Programme for Parliamentary Strengthening III

1. Background

In May 1999, UNDP launched, with the support of the Belgian Government, the first Global Programme for Parliamentary Strengthening (GPPS I) with the overall objective of strengthening the capacity of parliaments and improving the ability of elected officials to represent and be accountable to the will of the people.

GPPS I explicitly recognized good governance as a precondition for the attainment of sustainable human development and recognized that parliaments had a critical role to play in representing peoples' views in the decision-making processes that affect their lives.

The programme was launched in the context of the relatively new and gradually increasing area of international co-operation - parliamentary development support. Knowledge of what could be done and what worked in this area was scarce. Among the chief aims of GPPS I, therefore, was pilot testing legislative assistance strategies with a view to understanding the variables critical to the success of parliamentary democracy in developing countries.

GPPS I intended to (i) pilot and develop new modalities for UNDP's assistance to parliaments; (ii) develop new modalities for UNDP to strengthen regional parliamentary cooperation; and (iii) undertake research and improve documentation on key parliamentary issues as a means of building up UNDP's and other donors' ability to effectively support parliaments. From 1999 until 2003, the programme supported national parliaments in Benin, Cambodia, Republic of Congo, Gabon, Kazakhstan, Malawi, Niger, Rwanda, Tajikistan, Timor-Leste, Uganda, and Uruguay. Regional support included training on budgetary oversight and gender budgeting. At the global level knowledge tools were developed, among others, on how MPs could contribute to poverty reduction strategies or national MDG plans elaboration and implementation monitoring. The programme also strengthened parliamentary associations and promoted networking among parliamentarians.

The lessons learned through GPPS I initiatives were documented through an extensive mid-term review that was conducted from May-August 2002 identifying lessons learned as well as ways forward for GPPS II. A copy of the country level reviews and overall mid-term review report will be provided. The review also contributed to UNDP's 'Parliamentary Development Practice Note' released in September 2002. On the base of the achievements of GPPS I, its lessons learned and the conclusions of the discussions at the international policy dialogue conference on parliamentary development (November 16 2002), it was decided to prepare a follow-up, a GPPS II, which would focus on the following:

1. supporting parliamentary development in regions where democratic
development support was most needed, notably the Arab Region;
2. Build on the success of pilot initiatives in West Africa but better
integrate the regional and pilot country level initiatives; and
3. Focus global attention on the matter of parliaments' role in conflict
prevention and recovery

As a global programme with a learning agenda, GPPS II sought to achieve enhanced
parliamentary capacity to represent effectively the interests of the people, control actively
the executive and ensure solid law making through the following three interrelated
strategies – common to the GPPS I.

(1) *Country level initiatives*: The strategy focused on testing alternative parliamentary
development approaches with a limited number of national parliaments (each with
its own peculiarities). These country level projects aimed to strengthen
the parliament in their respective countries, to contribute to democratic outcomes
and to come up with lessons learned useful for other parliamentary development
efforts.

(2) *Regional Level Initiatives*: The country level initiatives were to be strengthened and
the learning disseminated by regional training, networking initiatives and
electronic dissemination. Where possible, regional initiatives were to engage
regional parliamentary associations or institutions with a secondary objective of
strengthening their capacity through the process. Regional initiatives were also to
be utilised to stimulate additional capacity development efforts in the region and
to forward discourse on democratic development or highly sensitive issues.

(3) *Global Level*: At the global level, GPPS II studied key political variables that may
be critical to improving our understanding of how parliamentary democracy can
be strengthened and/or impacted in developing countries. Issues such as
parliament's role in conflict mediation/resolution were studied in greater detail.
Activities to network and support women parliamentarians must be undertaken as
those which seek to engender parliamentary debate and process.

In February, 2007 a mid-term evaluation was conducted of GPPS II. The authors concluded that
GPPS was an important component of UNDPs work in the field of democratic governance. In
particular, the "light" use of staff at the global and regional levels to administer the programme
was noted. It also reflected the benefit of central coordination that included regional aspects and
limited national presence. The report also noted:

(1) DGG should pursue greater engagement with BCPR to expand its work in the field of
    parliaments and conflict prevention;
(2) Greater integration of the national, regional and global components was required; and
(3) The need to development a parliamentary development web portal to facilitate the exchange
    of knowledge.

As a result of the GPPS II evaluation, DGG decided to proceed with a third phase of GPPS ("GPPS III"). With the initial funding of the Belgian Government GPPS III was commenced in February 2009. The programme maintained its focus on the three levels – global, regional and national. In this phase the intent was to work in two regions – Arab States and West Africa – and seven countries – Morocco, Algeria, Lebanon, Mauritania, Niger, Benin and Rwanda. Regional working groups would be established to support the work at the national level. At the global level, GPPS III would support the development of a parliamentary development web portal, continue its work on parliamentary benchmarks and initiate the first *Parliamentary Development Report*. Parallel to these outputs, GPPS III undertook a new programme of conflict prevention and resolution since 2010.

After further review and engagement with the relevant UNDP Country Offices, it was determined that the programme would work with four national parliaments – Algeria, Lebanon, Mauritania and Niger. The conflict prevention component was expanded to include West Africa after additional funding was received.

As part of GPPS III and in anticipation of the final year of the programme, DGG is seeking to evaluate the programme to determine the lessons learned and to identify the benefits and challenges from the programme.

This evaluation will be undertaken by an evaluator that will work closely with the GPPS programme team.

2. Purpose
The purpose of this consultancy is to review the lessons learned and document the practices of the Global Programme for Parliamentary Strengthening with a view to:
> learning what works and what doesn't in the provision of parliamentary development assistance;
> providing direction for future parliamentary development activities to be supported under a possible Global Programme for Parliamentary Strengthening IV and/or other UNDP legislative assistance
The consultancy will also be asked to comment on aspects of programme implementation (formulation, management, substantive and financial reporting, etc.), but the thrust of the focus of this consultancy should be on the documentation of lessons learned and suggestions for a follow up programme.

3. Evaluator
The evaluator should be a senior consultant (50 days) who will be recruited for leading the evaluation. The evaluator may be accompanied for some of the field visits by the GPPS staff or the Senior Parliamentary Development Policy Advisor.

4. Qualifications of expert
> In depth knowledge of parliamentary development assistance
> At least 5 years of practical experience in programme management, monitoring and evaluation or design of international parliamentary development and governance assistance projects

> Knowledge of UNDP parliamentary development programmes and UNDP mandate and structure

> English Proficiency, with French and Arabic a plus

> Experience in documenting lessons learned

5. Duties and Work Methodology

The evaluator will be responsible for developing a suitable methodology for achieving the following results. The final document should be organized in a manner consistent with the duties as outlined below. The timetable and workplan are indicated in a following section. The evaluator will be provided with the programme document, all progress reports as well as all relevant background material on all the undertakings of the programme (ToRs, event reports, research papers and other knowledge tools, etc.).

5.1. Country level initiatives: Review, documentation and forward looking recommendations

5.1.1. The thrust of the consultants' duties are on documenting the experiences and lessons learned of the country level activities of the programme (see table below). The experts will start with reviewing all project documentation (project documents, workplans and progress reports) and subsequently undertake in-country analysis through interviews with main stakeholders (MPs, parliamentary staff, UNDP country office, and other relevant external beneficiaries and other actors involved in parliamentary development, Belgian development co-operation attachés), review of all project documentation (from seminar/workshop related information (agendas, participants lists, presentations, reports) to analytical notes, review of processes, administration, handbooks, etc.) and review of financial and operational management of project. On the basis of the review and status of progress, suggestions will be made for future programming.

In particular, the review should consider the GPPS III funded outputs and outcomes in the four countries that received support from the programme – Algeria, Niger, Mauritania and Lebanon. In those countries, the evaluation should consider any relevant evaluations that have taken place in the past two years and review the support provided to the national parliaments to determine if the outputs and outcome identified in national project documents were realistic and the results were achieved.

5.1.2. Each country report should be no more than 10-12 pages long.

They should be organized as follows:

Contextual descriptive section
- Country & Title & Funding & Period:
- Origin of Project: Where did the initial impetus or idea for the project come from? From the parliament, UNDP Country Office, Democratic Governance Group or other?
- Problem(s) to be addressed:
- Main beneficiaries:
- Project Objectives & Strategy

- Key Activities and Implementation:

- Organizational modalities: Describe the involvement of UNDP country office in implementation of the project. Who are the counterparts in the parliament - is it the Speaker, a Reform Committee, the Parliamentary Secretariat? What is the role, if any, of the executive? How is the steering committee functioning? Is there a project manager within the Parliament?
- Partner Agencies: Are their participating agencies/donors? Are there other key projects in the sector?

<u>Analysis</u>

- Methodology: Comment on the strategy and its appropriateness in meeting the problem issue identified?
Could the strategy be adapted for other countries and/or situations?
Which improvements to the current strategy could be recommended?
Are allocated funds and resources adequate to achieve objectives?
Have political factors sufficiently been considered and addressed in the programming and implementation phases?

- Results/Impact: What has the Project achieved? Has it had any impact in terms of making the parliament a stronger governing institution? Have the outputs contributed to the aimed outcome(s)? In which way(s)? Have indicators or benchmarks been used to evaluate progress? If not suggestions should be presented.

- Sustainability: Are the project achievements sustainable? If not, what more needs to be done? What should be done differently?

- Critical Success Factors: Are there factors which you view as having been   critical to the success or that will be critical to the success of the project?

- Operational & Financial Management: Is the management structure of the project appropriate (steering committee, project coordinator, UNDP CO involvement, etc.)? Review financial management; attribution of funds and actual expenditures in terms of appropriateness and sound use of funding.

- Review also execution modality (UNOPS).
- Provide recommendations for remainder of initiatives: directions of remaining activities and priorities, review workplans.

Particular attention should be given on how the project has been involving not only the parliament (MPs (from both majority and opposition) and administration), but also relevant actors of the government, civil society and citizens. How it communicated through the media on what has been done?

<u>Conclusion</u>

> Findings and Lessons Learned. Summarize the key findings and lessons learned, with a particular attention to those relevant for other parliamentary programmes. Identify possible gaps that would merit attention for future support.

<u>Recommendations</u>

> Recommendations for improving the project, for a possible follow-up or exit strategy.
> Recommendations for designing future interventions in similar environments.

5.2. Review of Regional Activities

The consultants will review the reports on activities undertaken as well as the products developed (knowledge tools, information dissemination, established networks, etc.), interview the regional activities advisors and coordinators as well as a number of beneficiaries of those services. The expert will comment on the extent to which the selected activities contribute to the regional objectives of GPPS III. The expert will review the approaches and make recommendations on the types of activities undertaken and which could be undertaken in the future and review the inter-linkages between the national and the regional pillars of GPPS III. The expert will, where appropriate, review the co-operation modalities and achieved synergies with regional programmes.
The consultant will review the output of the select regional activities and provide detailed profile and comment, similar to the framework proposed in the country level initiatives section above. On the basis of the review and status of progress, suggestions will be made for future programming. The evaluation will focus on the work being done in the Arab States through PDIAR and in West Africa.

5.3. Review of Global Activities

The consultant will review the reports on activities undertaken as well as review the products developed (knowledge tools, information dissemination, etc.), interview the global activities consultants and partners (NDI, WBI, etc.) as well as a number of beneficiaries of those services. The consultant will comment on the extent to which the selected activities contribute to the global objectives of GPPS III and on how those activities have contributed to advancing the parliamentary development agenda? He/she will review the approaches and make recommendations on the types of activities undertaken and which could be undertaken in the future. He/she will review the relevance of those global endeavors for UNDP's parliamentary development work at the national level.

The consultants will review the output of the select global activities and provide detailed profile and comment, similar to the framework proposed in the country level initiatives section I above. On the basis of the review and status of progress, suggestions will be made as to the remainder of GPPS III (end of 2011).

<u>Main global endeavors to be reviewed include</u>:
iKNOWpolitics

Agora parliamentary Web Portal
Benchmarks for Democratic Parliaments
Parliamentary Development Report

5.4. General Comments/recommendations on GPPS III and suggestions for future GPPS work

1. What emerging issues do you think should be the focus of a follow up phase and how best would they be handled – at the local, regional, global level? What issues that were initially addressed in GPPS II or III need further deepening?
2. Given that many actors are now working in the field of parliamentary development, what role should UNDP play and what is its niche in this field?
3. Have the impact of the regional/global activities been significant – how can they be built upon to maximize impact?
4. What is the best means of identifying and supporting national parliaments (i.e. – demand vs. supply driven)

5.5. Executive Summary
An executive summary will be prepared highlighting the key findings, recommendations and lessons learned.

6. Workplan
Total Duration: 50 days

Desk Review/ meeting GPPS management:13 days (at home base + 2x meetings at UNDP New York and 1x trip to UNDP Brussels)

Interviews with relevant staff and stakeholders: 20 days via VOIP and email

Preparation of Draft Report: 17 days as follows:
10 days at home base to write report
2 days to discuss draft report with UNDP's key GPPS interlocutors
5 days to review comments and prepare final report

Appendix Three

Evaluation Matrix & Questionnaire (English and French versions)

Country Office[83]

Country Office Section

Contextual descriptive section

- Country & Title & Funding & Period:
- Origin of Project:
Where did the initial impetus or idea for the project come from?
From the parliament, UNDP Country Office, Democratic Governance Group or other?
- Problem(s) to be addressed:
- Main beneficiaries:
- Project Objectives & Strategy
- Key Activities and Implementation:
- Organizational modalities: Describe the involvement of UNDP country office in implementation of the project.

Who are the counterparts in the parliament - is it the Speaker, a Reform Committee, the Parliamentary Secretariat?
What is the role, if any, of the executive?
How is the steering committee functioning?
Is there a project manager within the Parliament?
- Partner Agencies: Are their participating agencies/donors? Are there other key projects in the sector?

Analysis
- Methodology: Comment on the strategy and its appropriateness in meeting the problem issue identified?
Could the strategy be adapted for other countries and/or situations?
Which improvements to the current strategy could be recommended?
Are allocated funds and resources adequate to achieve objectives?

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[83] Nota Bene: Repeated attempts were made to afford every opportunity for CO staff to participate via internet telecom (Skype) and/or to provide written comments via this questionnaire based upon the Evaluation Report TOR. Three of four COs responded via Skype (Algeria, Lebanon, Mauritania) with no response from the Niger CO. No questionnaires were completed or returned.

Have political factors sufficiently been considered and addressed in the programming and implementation phases?

Results/Impact:
What has the Project achieved?
What are the key achievements to date?
Has it had any impact in terms of making the parliament a stronger governing institution?
Have the outputs contributed to the aimed outcome(s)?
In which way(s)?
Have indicators or benchmarks been used to evaluate progress?
If so, which indicators and/or benchmarks have been most relevant in implementing the programme?
If not suggestions should be presented.

Sustainability:
Are the project achievements sustainable?
If so, how specifically?
If not, what more needs to be done?
What should be done differently in remaining timeframe for GPPS III?
Within the context of a potential follow-on programme?

Critical Success Factors:
Are there factors which you in the Country Office view as having been critical to the success or that will be critical to the success of the project?
If not, why not?

Operational & Financial Management:
Is the management structure of the project appropriate (steering committee, project coordinator, UNDP CO involvement, etc.)?
Review financial management; attribution of funds and actual expenditures in terms of appropriateness and sound use of funding.

Review also execution modality (UNOPS).

Recommendations for remainder of initiatives:
directions of remaining activities and priorities, review workplans, etc.
Particular attention should be given on how the project has been involving not only the parliament (MPs (from both majority and opposition) and administration), but also relevant actors of the government, civil society and citizens.

External Communication of Programme Outputs
How is GPPS III communicated through the media regarding programme accomplishments, what has been accomplished thanks to UNDP technical assistance, what has been achieved?

Conclusion
Findings and Lessons Learned

Regional service centre

Based upon STTA consultant review of reports to date and activities undertaken as well as the products developed (knowledge tools, information dissemination, established networks, etc.),

An interview with the PDIAR (Morocco-based), West Africa (Dakar-based) RSC and Arab States CPR (Cairo-based) regional activity advisors and coordinators as well as a number of beneficiaries of those services as is possible. The purpose of these consultations is to enable the evaluator to comment on the extent to which the selected activities contribute to the regional objectives of GPPS III. The evaluator is reviewing the project implementation approach and will make recommendations in the Evaluation Report on the types of activities undertaken and which could be potentially undertaken in the future. It is important also to determine the inter-linkages between the national and the regional pillars of GPPS III.

Finally, for purposes of the evaluation report, it is beneficial to review the output of the select regional activities and provide detailed profile and comment, similar to the framework proposed in the country level initiatives section of the evaluation report. Communication with the Regional service centre advisors is key in accomplishing this goal, and information and specific project implementation modalities are important to the success and utility of the evaluation overall. The evaluation will focus on the regional work being done in the Arab States through PDIAR, in West Africa, and through implementation of the BCPR regional initiative in the Arab States underway since June 2010 (from Cairo).

Global Activity Component

The consultant will review the reports on activities undertaken as well as review the products developed (knowledge tools, information dissemination, etc.), interview the global activities consultants and partners (NDI, WBI, etc.) as well as a number of beneficiaries of those services. The consultant will comment on the extent to which the selected activities contribute to the global objectives of GPPS III and on how those activities have contributed to advancing the parliamentary development agenda. The evaluator will review the approaches and make recommendations on the types of activities undertaken and which could be undertaken in the future. The evaluator is likewise reviewing the relevance of the global endeavors for UNDP"s parliamentary development work at the national level.

The consultants will review the output of the select global activities and provide detailed profile and comment, similar to the framework proposed in the country level initiatives section of the Evaluation Report. On the basis of the review and status of progress, suggestions will be made as to the remainder of GPPS III (end of 2011).

Main global endeavors to be reviewed include:
iKNOWpolitics (UNDP NY office)
Agora parliamentary Web Portal (UNDP Brussels)
Benchmarks for Democratic Parliaments (UNDP NY and former contract consultant)
Parliamentary Development Report

Evaluation du GPPS III
Version française **du guide d'analyse globale pour le bureau pays**

- ## Partie relative à la description du contexte

- Pays, intitulé, financement et période du projet :

- Origine du projet : d'où est venue l'impulsion initiale ou l'idée du projet ? du Parlement, du bureau pays du PNUD, du Groupe de la gouvernance démocratique (DGG) du PNUD ou d'autres acteurs ?

- Problème (s) à résoudre :

- Principaux bénéficiaires :

- Objectifs et stratégie du projet :

- **Principales activités et mise en œuvre** du projet :

- Modalités d'organisation : Décrivez la participation du bureau pays du PNUD à la mise en œuvre du projet.

Qui sont les interlocuteurs au sein du Parlement - est-ce le Président, une commission chargée des réformes, ou l'administration parlementaire ?

Quel est le rôle, le cas échéant, du pouvoir exécutif ?

Comment le comité de direction fonctionne-t-il ?

Y a-t-il un chef de projet au sein du Parlement ?

- Organismes partenaires : y a-t-il des organismes participants / bailleurs de fonds ? Avez-vous connaissance d'autres projets clés dans le secteur ?

- ## **Partie relative à l'analyse**

a) Méthodologie :

Donnez votre avis sur la stratégie et sa pertinence pour répondre au problème identifié :

La stratégie pourrait-elle être adaptée pour d'autres pays et/ou d'autres situations ?

Quelles améliorations à la stratégie actuelle pourraient être recommandées ?

Les fonds et les ressources alloués sont-ils adéquates pour atteindre les objectifs ?

Les facteurs politiques ont-ils été suffisamment examinés et traités lors des phases de programmation et de mise en œuvre ?

b) Résultats / Impact :

Quelles ont été les réussites du projet ?

Quelles sont ses principales réalisations à ce jour ?

Le projet a-t-il eu un impact pour renforcer le Parlement en tant qu'institution de gouvernement ?

Les produits *(outputs)* ont-ils contribué au(x) résultat(s) *(outcomes)* recherché(s) ? de quelle manière ?

Des indicateurs ou repères ont-ils été utilisés pour évaluer les progrès ? Si oui, lesquels ont été les plus pertinents pour mettre en œuvre le programme ? Si non, fournir des suggestions.

c) Durabilité :

Les réalisations du projet sont-elles durables ?

Si oui, comment en particulier ?

Si non, que faut-il faire de plus ?

Que devrait-on faire différemment avant la date d'achèvement prévue pour le GPPS III ? Dans le cadre d'un éventuel programme de suivi ?

d) Facteurs clés de réussite :

Y a-t-il des facteurs qui, selon le bureau pays, ont été ou seront essentiels à la réussite du projet ? Si non, pourquoi pas ?

e) Gestion financière et opérationnelle :

La structure de gestion du projet est-elle appropriée (comité directeur, coordinateur du projet, participation du bureau pays du PNUD, etc) ?

Examen de la gestion financière, de l'attribution des fonds et des dépenses réelles en termes de pertinence et d'utilisation rationnelle des fonds.

Examen également des modalités d'exécution (UNOPS).

f) Recommandations pour les initiatives ultérieures :

Orientations des activités restantes et des priorités, examen des plans de travail, etc.

Une attention particulière devrait être donnée à la façon dont le projet a impliqué non seulement le Parlement (parlementaires de la majorité et l'opposition et administration parlementaire), mais aussi les acteurs concernés du Gouvernement, de la société civile, ainsi que les citoyens.

g) Communication externe des productions (outputs) du Programme :

Comment le GPPS III a-t-il communiqué dans les médias sur les réalisations du programme, ce qui a été accompli grâce à l'assistance technique du PNUD, ce qui a été atteint ?

• Conclusion

Résultats et leçons apprises : Résumer les principales conclusions et les leçons apprises, avec une attention particulière envers celles qui sont pertinentes pour d'autres programmes parlementaires. Identifier les éventuelles lacunes qui méritent une attention pour le soutien ultérieur.

Recommandations : recommandations pour améliorer le projet, pour un éventuel suivi ou une stratégie de sortie ; recommandations pour l'élaboration des interventions futures dans des environnements similaires.

Observations générales / recommandations

Appendix Four

List of Persons Interviewed

UNDP New York

Internal Interlocutors

Kevin Deveaux, Senior Parliamentary Development Advisor
Diane Scheinberg, Parliamentary Development Manager
Ruth Beeckmans, Parliamentary Policy Development Officer
Cedric Jurgensen, Parliamentary Policy Development Officer (seconded)
Randi Davis, Practice Manager, UNDP Gender Team (BDP)
Alessandra Pellizzeri, Programme Officer for Peacebuilding Support Office
Priya Gajraj, Country Advisor, UNDP Regional Bureau for Africa
Dania Marzouki, RBAS

External Interlocutors

Pieter Vermaerke, Belgium mission/New York

UNDP Brussels

Internal Interlocutors

Olivier Pierre-Louveaux, Parliamentary Development Knowledge Manager/GPPS III & AGORA
Franklin De Vrieze, Former GPPS Manager
Pierre Harzé, Deputy Director Programme and Operations/UNDP Brussels
Nicola Harrington Buhay, Deputy Director for Policy & Communications/UNDP Brussels
Steven Van Wichelen, GPPS III & AGORA/Brussels
Lotte Geunis, GPPS III and iKNOW Politics/Brussels

External Interlocutors

Catherine Gigante, Deputy Adviser, DGCD, Belgian Ministry of Foreign Affairs, Foreign Trade and Development Cooperation
Dick Toornstra, Director, European Union Office for Promotion of Parliamentary Democracy
Thomas Huyghebaert, European Commission, DEVCO, Head of Unit
Junior Content, Attaché, Peacebuilding and Conflict Prevention, Belgian Ministry of Foreign Affairs, Foreign Trade and Development Cooperation

Algeria Country Office

Roland Sarton, Chargé de Programme, UNDP Algeria CO
Wissam Benyettou, Programme Officer/Algeria CO

Lebanon Country Office

Hassan Krayem, Ph.D, Governance Policy Specialist/UNDP Lebanon
Gaelle Kibranian, Programme Officer for Democratic Governance/UNDP Lebanon

Mauritania Country Office

Gabor Szentkereszty de Zagon, Parliamentary Development/Mauritania CO
Alessandra Pellizzeri/Mauritania CO (former field representative)

Niger Country Office

N/A

Conflict Prevention & Recovery Regional service centre

Soulef Guessoum, Regional Project Manager, Parliamentary Development BDP/GPPS/BCPR
project, UNDP Regional Centre/Cairo

Arab States PDIAR Regional service centre

Karima El Korri, Coordinator, Parliamentary Development Initiative in the Arab Region (PDIAR), UNDP
Regional Centre/Casablanca

West Africa Regional service centre

Christianna Pangalos, Policy Specialist (Parliamentary Development and Political Party
Strengthening)/Regional Centre for West and Central Africa in Dakar, Senegal

Parliamentary Benchmarking

Lisa von Trapp, external consultant, GPPS III/Paris
Kevin Deveaux, Senior Parliamentary Development Advisor/UNDP NY

iKNOW Politics

Piyoo Kochar, Project Manager, iKNOW Politics/UNDP NY

National Democratic Institute for International Affairs (NDI)

Scott Hubli, Governance Director, NDI/Washington DC

World Bank Institute (WBI)

Mitch O'Brien, World Bank Institute international programs/Washington DC