

United Nations Development Programme

*Honiara Sub-Office, Multi-Country Office in Fiji*



# PROJECT COMPLETION REPORT

---

SOLOMON ISLANDS PARLIAMENTARY  
STRENGTHENING PROJECT  
September 2004 – March 2008

<b>TABLE OF CONTENTS</b>	<b>1</b>
<b>BACKGROUND</b>	<b>2</b>
<b>THE ROLE OF UNDP IN PARLIAMENTARY STRENGTHENING</b>	<b>3</b>
<b>PROJECT DELIVERY</b>	<b>3</b>
<b>PROJECT OUTCOMES</b>	<b>17</b>
<b>PROJECT MANAGEMENT AND SUSTAINABILITY</b>	<b>20</b>
<b>LESSONS LEARNED</b>	<b>25</b>
<b>FOLLOW ON ACTION RECOMMENDATIONS</b>	<b>34</b>
<b>ASSETT MANAGEMENT</b>	<b>35</b>
<b>FINANCIAL SUMMARY</b>	<b>36</b>
<b>Annex 1. Asset register</b>	<b>40</b>

# PROJECT COMPLETION REPORT

## SOLOMON ISLANDS NATIONAL PARLIAMENT STRENGTHENING PROJECT

### BACKGROUND

The genesis of the Solomon Islands Parliamentary Strengthening project was provided by a Legislative Needs Assessment (LNA), undertaken in 2001 by the United Nations Development Programme (UNDP) at the behest of the Speaker of the National Parliament. Consistent with findings elsewhere in the Pacific (see Morgan 2005) the LNA pointed to a number of major shortcomings in the operation of the National Parliament including: lack of independence of Parliament and the dominance of the Executive; lack of access to, and availability of information for Members to perform their roles effectively; performance issues such as infrequent parliamentary and committee meetings and poor attendance of Members at those meetings; limited human resource development; limited technical and physical resources; and lack of general understanding of the role of parliament by both Members and the public.<sup>1</sup>

In September 2002, the recommendations of the LNA were the focus of a Consultative Forum of Solomon Islands Parliamentarians, which was chaired by the Speaker of the National Parliament, and attended by a majority of members. The resolutions of this forum, which were issued in a communiqué, were consistent with the recommendations made in the LNA and were further deliberated on by the House Committee at a meeting in June 2003, and endorsed for follow-up action. Consistent with these recommendations, a design for the Solomon Islands Parliamentary Strengthening project was developed and approved by the Solomon Islands Government, the Office of the National Parliament and UNDP. The project commenced in August 2004 for a three-year period, and was extended in 2007 to end-March 2008. The project was implemented by UNDP under a cost-sharing arrangement with AusAID, under the umbrella of the Regional Assistance Mission to the Solomon Islands (RAMSI), and has a total budget of US \$1,089,242. Responsibility for the project and its deliverables is held by the Speaker of the National Parliament, as the National Project Director, with the support of UNDP.

Reflecting broader UNDP project management requirements, the Solomon Islands Parliamentary Strengthening project document requires the development and submission of a final project review report to terminal tripartite review participants prior to this meeting. The purpose of the report is to inform stakeholders about the performance of the project, including activities delivered or not delivered against commitments in the approved project document, risks and issues encountered by the project, lessons learned, follow-on action recommendations, and asset management arrangements.

---

<sup>1</sup> Clements, C., (2001), UNDP Solomon Islands Legislative Needs Assessment: Rebuilding Parliamentary Rule Post-Conflict.

## THE ROLE OF UNDP IN PARLIAMENTARY STRENGTHENING

Poor governance has been identified as one of the main reasons for the deterioration in law and order, the economy and the effectiveness of the public service in many countries, including in the Pacific. Good governance is highly dependent on the effective operation of the Parliament, which under the Constitution has sole responsibility for law making, including approving the annual appropriations to government, as well as the power to scrutinize and hold the executive government to account. As a result, there has been a renewed focus across the Pacific on the operation of national parliaments, as a focus for development efforts.<sup>2</sup> As a neutral development partner, UNDP is well positioned to play a leadership role in supporting parliamentary strengthening initiatives.

### PROJECT DELIVERY

The parliamentary strengthening project aimed to improve the capacity of the national parliamentary administration to support MPs in the fulfillment of their constitutional roles—representation, law making and oversight. The project was designed to address five outcomes, namely:

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

The following section provides a summary of the activities supported by the project under these five outcomes. Clearly the project outcomes are inter-related,<sup>3</sup> and as a result, there is some unavoidable overlap in the commentary.

#### **Effective and efficient parliamentary services, management and administration**

The UNDP Legislative Needs Assessment found in 2001 that the parliamentary secretariat was understaffed and under-resourced and therefore unable to effectively support the House and its committees. Since its commencement, the project has strengthened parliamentary services, management and administration in a number of areas, including:

---

<sup>2</sup> Morgan, M., (2005) Cultures of Dominance: Institutional and Cultural Influences on Parliamentary Politics in Melanesia, Discussion Paper 2005/2, Research School of Pacific and Asian Studies, Australian National University.

<sup>3</sup> For example, 'increased representation of women and gender perspective in governance', underpins efforts to 'strengthen the representative role of Solomon Islands parliamentarians'. Similarly, 'effective and efficient parliamentary services, management and administration' supports achievement of all the other outcomes. 'Strengthening of law-making procedures', underpins both the representative role of parliamentarians, and parliamentary oversight.

- Strengthened Research and Information Services;
- Strengthened Infrastructure and Facilities management;
- Strengthened Provision of Advice; and
- Counterpart Capacity Building and Institutional Strengthening.

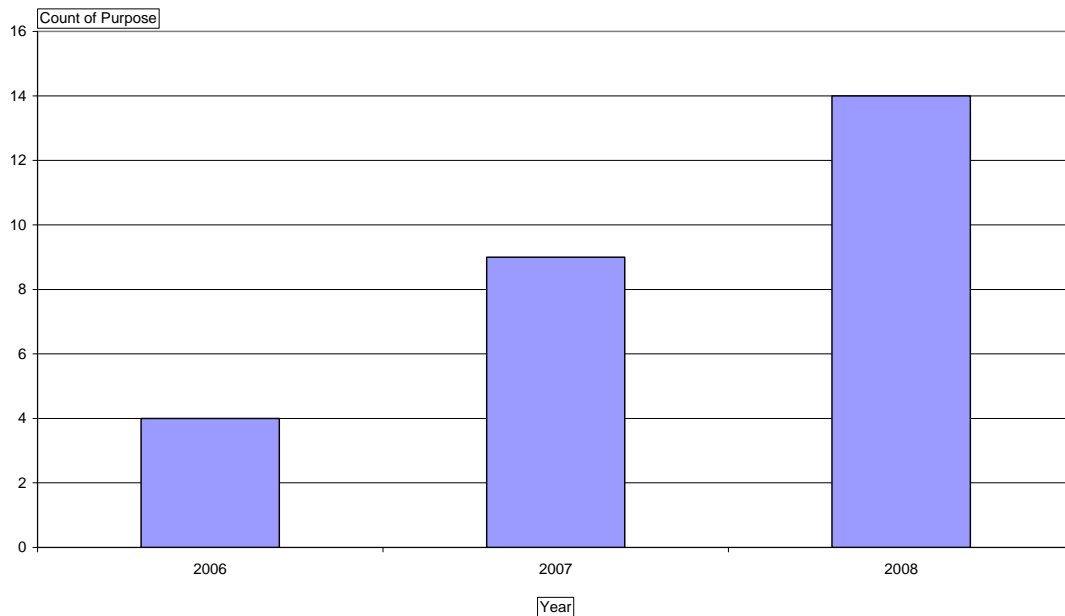
#### *Strengthened Research and Information Services*

Provision of research and information services for the MPs accelerated over the life of the project. For example, the Secretariat has achieved international best practice for prompt and regular posting of Hansard the next day which has already established an expectation for a high standard of service amongst regular users of Hansard. Maintaining the Parliament website and keeping it up to date will be a challenge. The same information will be made available to the rural areas by utilizing existing media such as the 'People First Network'.

The Parliamentary library's resources have grown with regular collection of digital, audio and newspaper clippings assisted by ISYS, an information retrieval and document management software which facilitates quick access to House precedents and Hansard references, press clippings, and legislation. Evidence of the impacts of research services to members is now identifiable in the quality of parliamentary debates. Questions in the Notice Paper are also beginning to be better worded and formulated in accordance with the Standing Orders. Work continues in this area on the rules for the formulation of questions and motions.

In addition, there has been an increased up-take by MPs and members of the public of the research services that are available in the parliament. As can be seen in Figure 1, the number of requests for research and advice has more than tripled since 2006.

**Figure 1. Requests for research and advice**



*Strengthened Provision of Advice*

Increasingly, the parliamentary administration, in particular the Speaker and Clerk, has benefited from project staff's support in areas such as Members' entitlements and matters relating to the Public Service. This is a significant area of achievement for the Parliament, which now has the capacity to deal with issues properly and with strict adherence to the administrative regulations, an area that has not been adequately resourced in recent years. The positive changes that are currently taking place in how Parliament is administering its work, particularly a strong drive towards the development and implementation of best practice, the preparation of guidelines and manuals and human resource development, is expected to have an encouraging impact on other public institutions' administration practices.

*Strengthened Infrastructure and Facilities management*

The project initially addressed basic administrative deficiencies by providing library and information equipment including a digital photocopying and scanning facility, purchasing a vehicle from project funds to support the work of the secretariat as well as two new minibuses from the parliament's budget, and providing computer and communications hardware. With the support of the project, the National Parliament Office has created a works plan and budget plan aligned with the parliament's budget to ensure expenditure on priority items. The project also supported development of a budget submission and corresponding business case to government for substantial additional recurrent and capital expenditure, which resulted in the Parliament being allocated \$SBD five million over three years for improvements and repairs to the building as well as for security infrastructure.

With the approval of the Parliamentary House Committee, the project engaged Pacific Architecture Limited to undertake a feasibility study on the options to provide shared office facilities for Members of Parliament and Parliament staff. The study recommended that a new office complex be constructed west of the current Parliament complex. The proposed office complex will be able to provide office space and furniture for Members and staff as well as full conference facilities for Members to meet with their constituents and discuss constituency matters, as well as to carry out conferences, seminars, workshops and other training activities. Major renovation and maintenance program: Parliament has also undertaken a major program for the maintenance and repair of the Parliament building.

The National Parliament through funding support from the Australian Parliament's Commonwealth Parliamentary Association undertook an assessment of the current audio system with the intention of replacing and upgrading it with a more robust audio system that would ensure Parliament proceedings are audible and properly recorded for the benefit of both the Members and the public.

### *Counterpart Capacity Building and Institutional Strengthening*

In its early stages, the project facilitated the development of a revised organizational structure which created new and revised positions in key functional areas of the secretariat, and also established a Graduate Trainee Program of eight officers who provide procedural and administrative support to the Speaker, Clerk and members. Graduate staff members have been provided with extensive external training (see below) and on-the-job mentoring from the project manager, to enable them to effectively fulfill their duties.

A Corporate and Planning workshop for the National Parliament took place in 2007, which resulted in the development of the draft corporate and strategic plan aligning the project outputs and activities with the Parliament's yearly work plan with the aim of achieving Parliament's long-term corporate and strategic goals. The workshop was instrumental in highlighting the integration of project and Parliamentary goals, and providing a suitable framework for monitoring and reporting on the performance of the office to parliament..

Over the year the project has continued to engage its graduate staff in professional development and capacity building activities. For example, in 2007, staff members attended a total of 12 workshops, conferences and programs overseas. These included:

- A CPA/ Latrobe University organized conference on 'Financial Scrutiny of the Executive,' accompanying the Deputy Clerk;
- The Australasian Council of Public Accounts Committee (ACPAC) Ninth Biennial Conference in Canberra, accompanying the Leader of the Opposition and the Auditor General and resulting in the Solomon Islands Public Accounts Committee's admission as a full time member of the Council;
- A three-day conference organized by the Commonwealth Secretariat for Cabinet Ministers and Permanent Secretaries held in Honiara;

- A meeting at the National Parliament led by the Deputy Director of the Centre for Democratic Institutions (CDI) where he outlined the upcoming professional development programs planned by the Centre including:
- Training and attachments for a Hansard Staff at the ACT Legislative Assembly,
- Training on responsible parliamentary government,
- Training for Committees of Solomon Islands Parliament; and
- The annual CDI Parliamentary Dialogue.

Staff members were also involved in providing training for other institutions, including, for example:

- A three day induction workshop for members of the Isabel Provincial Assembly to Buala where the Clerk to Parliament and the trainee presented a paper on the work of parliamentary committees and the importance, use and interpretation of the Standing Orders;
- A provincial workshop organized by the Malaita provincial government for members of the provincial assembly, where one of the project staff presented a paper on leadership and the expectations which are attached to the job;
- Committee training for MPs (by the Clerk and the Project Manager) of the Bougainville House of Representatives aimed at assisting the House to ensure its parliamentary committees are performing their proper roles; and
- And provision of technical advice and training support to other regional Parliaments including Papua New Guinea, East Timor, Nauru and Tuvalu.

### **Representative role of the Solomon Islands Parliamentarians strengthened**

Strong representation of constituent needs and interests by members depends on there being a clear understanding by both members and constituents of their respective roles and responsibilities. In the Pacific, traditional roles for members in law making and review of government activities are distorted by the strong constituency pressure to play direct roles in resource distribution (Morgan 2005).<sup>4</sup> Morgan suggests that while these pressures are unlikely to relent in the short term, they could be influenced by supporting members to deal more effectively with such pressures. Improving public understanding of the role of parliament has also commonly been identified as a means of improving the accountability of parliamentarians to their constituents, thus resulting in better representation of citizen needs and interests, better policy making, and greater citizen participation in the electoral process.

---

<sup>4</sup> For example, Morgan has observed that *'For the most part, Solomon Islands voters are simply disinterested in overarching policies; they want immediate returns for their support, in the form of money, materials and employment opportunities. Those who fail to reciprocate the support of the direct electors run the risk of electoral defeat. For most Solomon Islands Members, the challenge of satisfying the immediate demands of constituents (which are difficult, short-term and costly) is greater than the need to develop long-term goals such as providing frameworks to encourage growth, stability and a better living environment. It is for these reasons that Solomon Islands politics, like those elsewhere in Melanesia, are commonly more about patronage than participation.'*



The project has supported improved understanding of members and the public of the representative role of parliamentarians, and the role of parliament in a number of areas, including:

- Delivery of training for members;
- Development of the parliamentary web-site;
- Broadcast of committee hearings; and
- Community outreach activities.

The support provided is discussed in detail below.

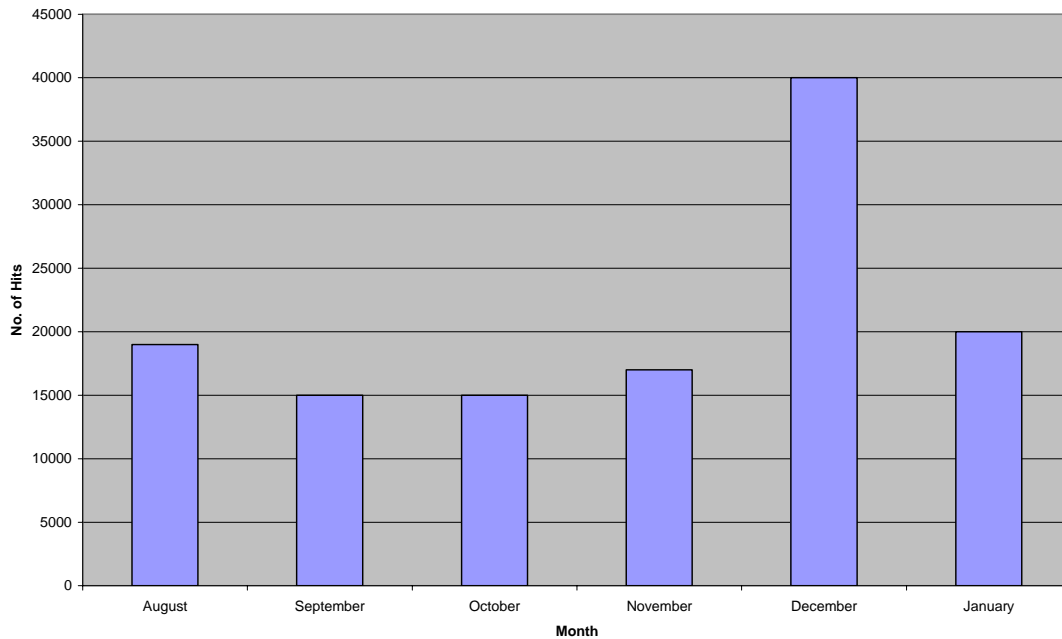
### *Member Training*

Provision of training for Members, including an extensive induction program following the April 2006 elections. For example, in 2007 parliament staff provided a two week computer training program for MPs, enabling participants to acquire basic computer skills and at the same time enhance their knowledge on current office applications. In addition, extensive on-the-job training was provided in the work of the project with parliamentary committees, which has focused on increasing the capacity of MPs to represent all Solomon Islanders as well as their constituents.

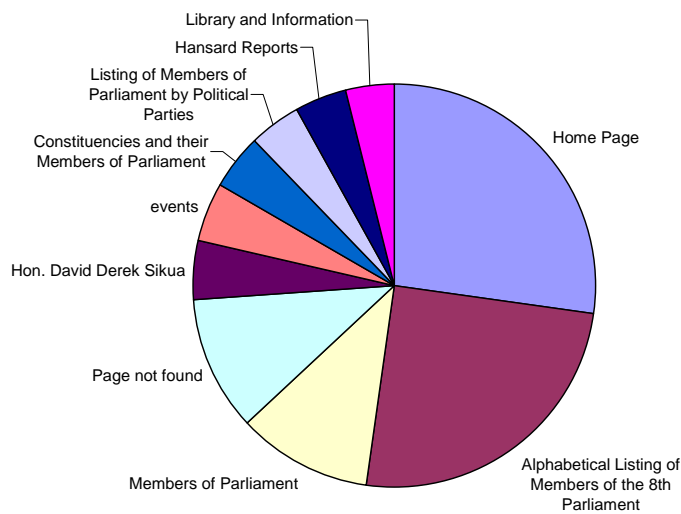
### *Parliament web-site*

The project facilitated the design and development of the parliamentary web-site, which was launched in August 2007 and provides public access to information on bills, Hansard, committee reports and the operations of Parliament. The website is intended to enhance and strengthen the representative role of Members and improve constituency relations between Members and their constituents by making information widely available. The website was visited 105,000 times between August and December 2007, and its increasing profile and questions received and answered testify to a higher level of engagement by informed and active citizenry engaging with governments for improved service delivery. Figure 2, shows that use of the web-site was consistent throughout 2006 and the early months of 2007, peaking during the political crisis in late 2007. Figure 3 provides details on how the website was used during a typical month. The graduate staff members received training on up-dating and managing website content from the project ICT Manager and subsequently were assigned certain sections of the website for up-loading and editing.

**Figure 2. Use of the parliament web site, 2006–07**



**Figure 3. Top pages accessed**



*Broadcast of important committee hearings.*

It should be noted that televising parliamentary proceedings started for the first time in February 2007, originally on a trial basis by the local One News Television Channel. The feedback from the exercise was positive and very encouraging as it meant that more people were now able to view the proceedings of Parliament, thus promoting the

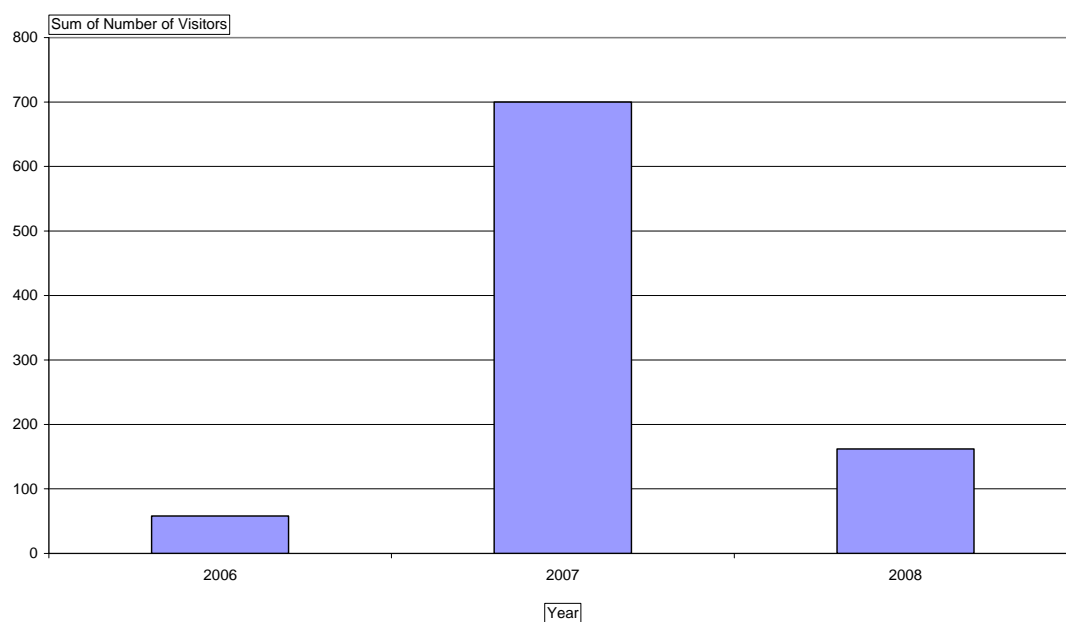
accountability and transparency of parliamentary proceedings. Members of the public were able to listen and see the proceedings of Parliament to help them realize the importance of the work of Parliament and its Members. As a result of the success of the evening news segments, the Government funded full live broadcasts of the sitting of Parliament.

These initiatives provide a strong basis for expanding parliamentary education activities in the proposed extension of the project. This will be aided by the establishment of an education unit within the parliament to develop and coordinate the parliamentary education activities, including the appointment of a parliamentary education and community engagement coordinator (see discussion under follow-on action recommendations).

### *Community outreach*

The project was active in supporting the National Parliament Office to facilitate visits by schools in Honiara, as well as church and civil society groups from Honiara and a number of provinces. The number of visitors has increased substantially since 2006 (see Figure 4).

**Figure 4. Number of visitors from schools\***



\* 2008 figures to March only.

### **Law making procedures of Solomon Islands Parliament strengthened**

The project design identified a number of areas for legislative and procedural reform in relation to the operation of the National Parliament. Clearly there is a role for the National Parliament Office to play in supporting and facilitating reform initiatives of this kind. In keeping with this role, the project has provided support for the parliament in a number of areas including:

- Improving procedural support;
- Standing orders review;
- Ensuring appropriate parliamentary review of subordinate legislation;
- Development of a code of ethical conduct for parliamentarians; and
- Introduction of legislative drafting capacity.

### *Improving procedural support*

Since Independence, successive Speakers and Clerks had to handle complex procedural issues without adequate support. The project has focused on building up the procedural support for the Speaker and Clerk and Members to ensure parliamentary proceedings are appropriately governed under the standing orders, and according to parliamentary precedent. This was accelerated through the employment of three legal officers through the graduate programme, and has been critical in assisting the National Parliament Office to effectively manage the procedural and constitutional issues it faced, in particular during the political crisis in late 2007. The project has thus greatly assisted the Speaker in making certain landmark rulings, notably those relating to Motions of No Confidence and those pertaining to the privileges, powers and immunities of Parliament. The support provided by the project, has assisted with the development of proper parliamentary procedures, and has provided the Speaker and Clerk with the necessary advice and support to champion proper parliamentary procedures, and to uphold the independence and the dignity of Parliament.<sup>5</sup>

Due to certain rulings made by the Speaker in August 2007, the previous government responded by bringing to the House a resolution that was intended to clarify any doubts as to the privileges, powers and immunities of Parliament. As a result of that resolution, this Parliament enacted the Parliamentary Privileges, Immunities and Powers Act 2007 and also established a Special Select Committee on Parliamentary Privileges, Immunities and Powers, and went a long way towards meeting the goal of the project to facilitate the introduction of a privileges legislation for the House. The House now has an Act that effectively gives Parliament the same privileges, powers and immunities of the UK House of Commons as at 7 July 1978. Further, the Special Committee has started work on drafting a substantive Privileges Act.

### *Standing Orders review*

The project facilitated provision of expert technical assistance for the review and rewriting of the Standing Orders of the National Parliament through the services of the recently retired former Clerk of the New South Wales Legislative Council. The revised standing order are designed to provide more time for consideration of non-government business (such as private members bills, notices of motions, and petitions), improve compliance of

---

<sup>5</sup> Some of the issues on which the Project staff had had to give advice on include: the effects of the conviction of a Member of Parliament; the review of the Facilitation of International Assistance Act 2003; the recall of Parliament under the Standing Orders and the Constitution; the role of Parliament in appropriation; the privileges, powers and immunities of Parliament; and motions of no confidence in a Prime Minister.

government agencies with their accountability deadlines, and increase the required number of parliamentary meetings per year, and to clarify the ability of committees to initiate its own inquiries, thereby potentially increasing Parliamentary review of government reports and mechanisms in place to ensure response.

*Ensuring appropriate Parliamentary review of sub-ordinate legislation.*

A fourth report on the process of Subsidiary Legislation was also prepared by the Committee Secretariat, reviewed by the Bills and Legislation Committee, and tabled in Parliament for the consideration of Members. This report highlighted certain subsidiary legislation that needed further investigation (see separate discussion on the activities of the Bills and Legislation Committee for more detail).

*Development of a Code of Ethical Conduct for members*

The project assisted with the development of a Code of Ethical Conduct for members, which has been the subject of extensive discussion and deliberation by the House Committee.

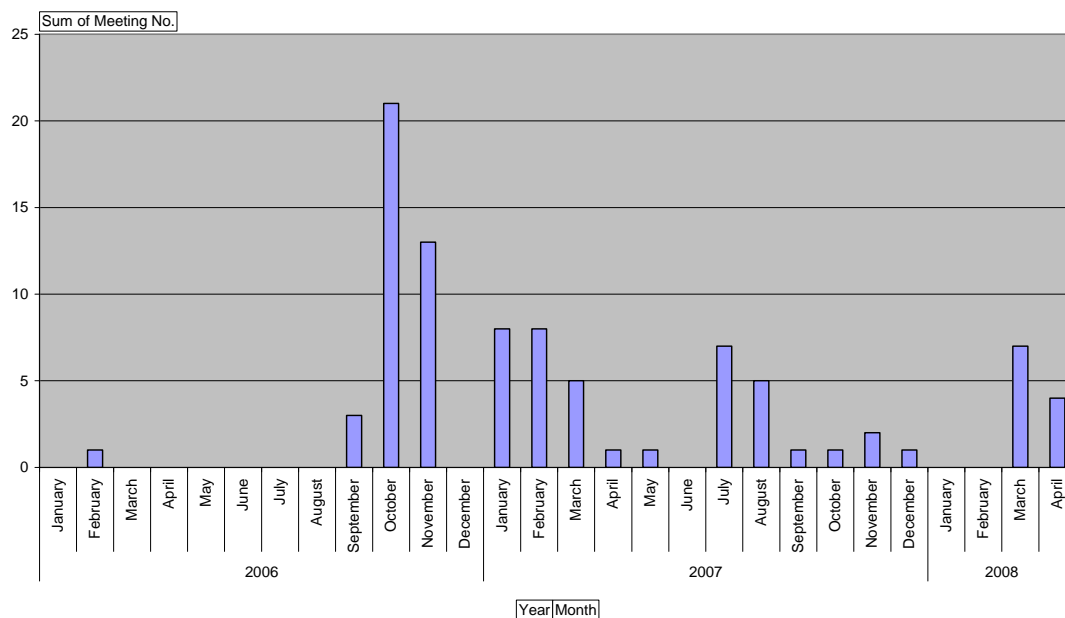
*Introduction of legislative drafting capacity*

Three law graduates were recruited to the graduate training program in mid-year to strengthen and build the capacity of parliamentary services by providing legal and procedural assistance for the Office of the Speaker and Members of Parliament, which will include legislative drafting services.

**Capacity of the Solomon Islands Parliament to exercise its oversight role strengthened**

The UNDP Legislative Needs Assessment found in 2001 the lack of support available to members from the parliamentary administration severely limited the capacity of Members to undertake their oversight role. Since its commencement, the project has strengthened the capacity of the secretariat to respond to the procedural and constitutional issues put to the Speaker and committees through implementation of a range of activities. The project has also focused strongly on strengthening the oversight capacity of the parliament through the parliamentary committee system, the strength, influence and growth of which is a strong indicator of the parliament's overall effectiveness because committees provide the mechanism by which the detailed work of Parliament is undertaken. The success of the project in this area is reflected in the substantial increase in activity of parliamentary committees since the recruitment of graduate trainees in August 2006, which is illustrated in Figure 5.

**Figure 5. Committee hearings, 2006–2008\***



The specific support provided to each of the parliament’s committees is described in more detail below.

*Support to the Public Accounts Committee*

In response to the support provided by the project, the PAC has been the most active of all the committees. In 2007 project staff members have assisted the PAC to scrutinize Budget Estimates in advance of Parliament’s formal consideration of the Budget, something that had never happened before. Project staff organized hearings and scheduled Permanent Secretaries to appear before the PAC, and also prepared briefing notes with suggested questions on each of the Government Ministries and Departments. Evidence was heard in public hearings from all twenty Government ministries and departments over a period of two weeks, a significant level of commitment from the Members. Project staff also assisted the OAG to prepare the final report on the Draft Estimates for presentation to Parliament.

The PAC has also convened regularly to inquire into special audit reports produced by the Auditor General, including:

- Special audit of the Civil Aviation Division of the Ministry of Infrastructure and Development;
- Special audit of the Immigration Division of the Ministry of Foreign Affairs, and External Trade;
- Special Audit into the Treasury Division Central Payroll;
- Special Audit into land registration procedures and Kukum Subdivisions, and
- Special Audit report into the affairs of the Ministry of Education and Human Resources Development’s tertiary scholarships program.

Officers from the government ministries that were the focus of these reports were called to appear before the PAC which heard evidence from a number of accountable officers. The inquiries were open to the general public and were televised. Each of the Ministries was required by the PAC to prepare an action plan of how the recommended actions of the Auditor would be addressed. These action plans were placed on the Parliamentary website for public access. As a result, the standard of preparation for these hearings improved as government ministries began to realize the importance of parliamentary oversight and the impact on public perception of government performance.

#### *Support for the Bills and Legislation Committee*

As a result of the recruitment of law graduates in 2007, there has been an increase in the technical support that the project staff provided to the Bills and Legislation Committee. One aspect of this support is a Bills analysis is prepared by the secretariat for the Committee before the Bills and Legislation Committee deliberates on it. This entails extensive research in the area that the bill seeks to address and the production of a comprehensive brief on any issue (particularly contentious issues) that the bill raises. Such briefs would also typically include any discrepancy or error that the Project staff members come across in bills. Given this type of support, the Bills and Legislation Committee has been increasingly well equipped to scrutinize a bill before that bill comes before the Committee.

Project staff members have been instrumental in the production of separate reports on three new Bills (apart from the 2007 Appropriation Bill 2007) which were considered by the Bills and Legislation Committee and later tabled in Parliament by the Government. These were the Governors-General Pension and Benefits Bill 2007; the Statistics (Amendment) Bill 2007; and the Income Tax (Amendment) Bill 2007.

In supporting the Bills and Legislation Committee, the secretariat itself met on several occasions with officials from the economic reform unit of the Ministry of Finance in order to better brief the of the Bills and Legislation Committee on the State Owned Enterprise Bill prior to its tabling in Parliament in mid-2007.

The Bills and Legislation Committee also reviewed an index of gazette notices which were prepared by the Secretariat staff. This was part of the process of improving the oversight process on subsidiary legislation and the Committee Secretariat briefed the committee on this function and highlighted certain subsidiary legislation that needed further investigation. The committee resolved that a proper report be prepared and presented to Parliament for the information of Members on this process. A report on this was prepared and subsequently tabled in Parliament. This will enable the committee to review and recommend to Parliament gazette notices that require further attention and possible disallowance, if Parliament so decides.

#### *Support for the Foreign Relations Committee*

The Foreign Relations Committee also met, with secretariat support, to consider the stance taken by the Prime Minister on not allowing the Australian High Commissioner to

present his credentials to the Government of Solomon Islands. The Committee wrote to the Prime Minister strongly recommending he reconsider this issue.

#### *Support for the House Committee*

With the support of the project, the House Committee considered a range of matters pertinent to the welfare of Parliament and its Members including:

- Development of a Code of Ethical Conduct for Members;
- Our Telekom's proposal to install Optic Fiber Cables into Parliament premises;
- Report of the Pacific Architecture Limited on feasibility study on office facilities for Members of Parliament;
- Members of Parliament Accommodation; and
- Parliamentary Sitting Calendar.

#### *Support for the Constitution Review Committee*

The Constitution Review Committee continued with its inquiry into the Draft Federal Constitution, supported by the parliament staff. Assisted by the new graduate training program law graduates this Committee reviewed the draft audit report on the proposed constitution and at the same time organized consultative meetings with the Constitution Reform Team.

#### *Other activities in support of strengthened oversight*

In addition to its work with committees, the project has supported improved oversight by implementing a range of activities such as: establishing a member's lounge for parliamentarians, equipped with eight internet enabled computers and workstations; facilitating approval of the development of a building in the parliamentary precinct to provide accommodation for MPs has been allocated funding in the Solomon Islands development budget; training for Members, including an extensive induction program following the April 2006 elections; facilitation of parliamentary consideration and adoption of the proposed new Committee Standing Orders which provide for a new committee structure and additional powers for committees; recruiting, through the graduate program, a librarian and research staff; establishing web enabled IT facilities including 'information retrieval and document management' software, which enables efficient and effective storage and search of information such as Hansard reports, Bills and Legislation and newspaper clippings; and, establishing a parliamentary web site to provide a further mechanism for parliamentarians, parliamentary staff, and external parties to access information on the role and activities of the National Parliament. These activities are discussed in more detail in other sections of the report.

#### **Increased representation of women and gender perspective in governance**

While there are no explicit legal barriers preventing women from running for office, major impediments are faced by women candidates in running for election, with the result being



that only one woman has ever been elected to the Solomon Islands Parliament. Since its commencement the project has supported a range of activities of activities to address this issue, including:

- delivery of an induction program for MPs following the April 2006 election, a major theme of which was the issue of gender in governance;
- assistance with the development of a report on gender neutral legislation, which was tabled by the Bills Committee on the Governors-General (Pensions and Benefits) Bill 2007;
- establishment of strong links with Ministry of Women, Youth and Children Affairs to address gender and youth issues;
- working closely with the RAMSI Machinery of Government Program including the diagnostic study carried out into obstacles facing women in accessing leadership roles in the Solomon Islands, including in the National Parliament;
- completion by staff of various training courses on gender issues; and
- assistance with the development of a background paper on options for improving women's access and election to Parliament.

The project has identified the new Ministry of Women, Youth and Children Affairs as a key partner in ensuring that project activities and outcomes related to these groups (particularly with respect to gender equity and civic education) are realized. Parliamentary staff members have already built strong links with the new ministry through participation in the formulation of a Corporate Plan for the new ministry, as well as commencing planning for a National Youth Parliament in 2008. After an initial consultative workshop, project staff further participated as members of the Ministry Taskforce for Women's Affairs and the Ministry Taskforce for Youth Affairs. The aim of these Taskforces is to finalize and organize the different components of the Ministry Corporate Plan. The Draft Ministry Corporate Plan is now completed and is being circulated amongst key stakeholder for feedback.

In addition to participation in the formulation of the Ministry's Corporate Plan, two staff members were invited to be permanent members of the Convention on the Elimination of Discrimination against Women (CEDAW) Reporting Teams that is being headed by the Women's Development Division within the Ministry. Therefore, the project is currently represented on the CEDAW Public and Political Taskforce and the CEDAW Legal Taskforce.

The project was instrumental in identifying and facilitating the attendance of five women from Solomon Islands at an Australian Labor Party (ALP) workshop retreat for women in the Asia-Pacific region on how to conduct Political Campaigning, which was held in Cairns. The participants to the retreat included the Clerk to Parliament and other women candidates of the 2006 General Election. The participants observed first-hand the political campaigning strategies of major parties in Australia prior to their general elections in November 2007. This workshop should assist intending women candidates in upcoming by-elections and the general election in 2010.

While no women were elected to parliament in the 2006 election, or in bye-elections held in early 2007, the behavior of voters, and the impediments faced by women in running for election are largely outside the control of the project. Gender related objectives for the project in its next phase will need to be more appropriately expressed to take this restriction into account. This was recognized by the external evaluation of the project.

#### PROJECT OUTCOMES

Over the time-frame of the project, and as a result of the delivery of the activities described in the preceding section, there have been a number of strong indicators that the project has made progress towards meeting its objectives, including:

- an increase in attendance by MPs in parliamentary sittings.<sup>6</sup> The improved attendance of MPs was noted by an editorial in the Solomon Star following the August 2007 meeting of parliament, which described the meeting as ‘a great success’ as a result of ‘a marked improvement in the attendance of our MPs’;<sup>7</sup>
- an increase in activity and scrutiny of government by parliamentary committees including an increase in the number of reports tabled or drafted by committees. Whilst there were only nine hearings held by the five parliamentary standing committees in 2004 and 2005 in total, 40 hearings were held by committees in 2006 alone and a similar amount in 2007;<sup>8</sup>
- acceptance by the Government of committee recommendations including proposed amendments to certain Bills before the House;
- Executive action including:
  - substantially increasing Parliaments 2007 budget to fund additional staff and projects outlined in the Parliaments 2006 submission and business case to Treasury prepared with support from the project; and
  - meeting the requirements of the Interpretation and General Provisions Act by tabling regulations in the House in a timely manner;
- fostering political stability by strengthening the capacity of the parliament to address challenges to its mandate and authority within the constitutional and legal framework of the Solomon Islands;
- increased coverage of parliamentary proceedings in the media, including through ‘OneNews’ television broadcasts, and newspapers, partly as a result of the improved quality of parliamentary debates; and
- facilitating approval of funding for the establishment of appropriate office space for MPs.

---

<sup>6</sup> National Parliament web site, <http://www.parliament.gov.sb>, Accessed 9 January 2008.

<sup>7</sup> Solomon Star Editorial, Wednesday 29 August 2007, ‘MPs attendance improving.’

<sup>8</sup> Solomon Star Editorial, Wednesday 29 August 2007, ‘MPs attendance improving.’

Through the successful induction Program for Members of Parliament and through the production of a report explaining the process of subsidiary legislation, the project ensures that processes for lawful making of acts, subsidiary legislation & appointments are understood and followed. Support for the PAC and the development of committee reports and extensive briefing notes for MPs, the project ensures that legislation is considered, reported and debated before passage.

Through the increase in the number of committee meetings and in members' attendance figures this year and in a thorough preparation for the Estimates Hearings, the project ensures that funds are appropriated according to the Constitution and Public Finance and Audit Act and considered in Parliamentary committees. Likewise, for similar reasons including the increase in well-formulated Questions in Parliament resulting from assistance in research and drafting, the project can demonstrate that the Parliamentary scrutiny mechanisms—Question Time and Committees—are operating effectively.

Overall, the project has successfully addressed most of the deficiencies identified by the LNA, which established the baseline for the project in 2001. Notwithstanding the various strong indicators that phase one has performed well in addressing major administrative weaknesses in the National Parliament Office, to the point where the office is functioning appropriately in providing services in the key areas within its mandate, it is important to recognize that the process by which any parliament strengthens and matures in its capacity to fulfill its roles and functions, particularly vis a vis executive power and control, is historically a long and complex one, and that there is still a great deal of work to do to ensure that the National Parliament Office becomes a resilient and functional institution over the long term. Some of the key challenges ahead for the project as it enters into its second phase are as follows:

- Currently there are a relative small number of trained staff members who cover the key functional areas of parliamentary business, some of whom are currently sponsored by the project (including in the critical areas of law, and information technology management). Further development of the organizational structure and human resources of the parliament will be critical to ensuring staff retention, and a sustainable and adequate coverage of key service areas.
- Parliament meets irregularly, and the agenda for parliament meetings is not coherently planned on a forward looking basis.
- Question time remains under-utilized by MPs, coverage of issues of National significance in the Chamber is patchy, there is limited systematic focus on private members business, including motions and Bills, and procedural knowledge in the parliament is still developing.
- Committee activity has increased as a result of support provided under phase one, but the influence of committee is still at a relatively early stage of development. Committees vary in their level of activity and output, with some committees not fully engaging with policy and implementation issues that fall under their mandates.
- Currently parliamentary committees are not fully engaging with the public, including NGOs, private sector organizations and subject matter experts. The work of

parliamentary committees is purely Honiara based, with Committees yet to undertake field work or hearings at a Provincial level, in the conduct of their inquiries.

- Parliamentary information services are not being fully utilized by parliamentarians, and information sourced from the information services unit is infrequently referred to in parliamentary debates.
- The Parliament Office has developed a medium term corporate strategy, but does not have well developed systems in place for monitoring and reporting on its performance.
- Many recurrent costs, including ICT, communications and staffing costs are being covered by the project. The establishment of a functioning parliamentary secretariat through phase one of the project has largely addressed core staffing needs. However, secretariat staff members, when compared to staff of parliamentary secretariats in more developed legislatures are still relatively inexperienced. In addition, the parliament is still dependent on the Executive Government for support on budgetary and staffing matters.
- Currently, the parliament office is active in the civic education area, but activities are conducted on an ad hoc basis, and are not part of a coordinated forward programme of action.

The programme of action set out in the design of the second phase of the project provides a basis for addressing these and other issues, and continuing to strengthen the capacity and resilience of the National Parliament Office.

### **Project evaluation**

The project was the subject of an external evaluation, which was conducted in mid-2007.<sup>9</sup> The evaluation focused on a range of issues, including issues associated with: the planning and design of the project, the management of the project, including its financial and human resources and monitoring and oversight; the implementation of project activities; and the appropriateness of the approach envisaged for a second phase of the project.<sup>10</sup>

The evaluation documented many of the project's achievements, noting in its overall conclusion that the project had successfully implemented much of the initial project design and was highly regarded by those interviewed by the evaluation team. The evaluation also identified some areas of the original project design that were ongoing and remained a focus of the project attention. These included certain constitutional reforms focused on increasing the Parliament's autonomy, standing orders review, and consideration and adoption of a code of conduct for Members. The poor level of representation of women in the National Parliament remains a concern and focus of the

---

<sup>9</sup> Nakamura, R., Rodrigues, C. and Clements, Q. (2007), Draft Evaluation of the UNDP Solomon Islands National Parliament Strengthening Project.

<sup>10</sup> As was set out in: UNDP Solomon Islands Office, 2007, Concept Note: Solomon Islands Parliamentary Strengthening Project Phase two.

project. Some of these areas of concern have been addressed since the completion of the evaluation, while others are longer term endeavors.

While the evaluation on-the-whole was supportive of the project and recognized many of its achievements, the evaluation process also drew attention to an important difference in approach for parliamentary strengthening initiatives advocated by the evaluation team, vis-à-vis the approach which is supported by project stakeholders, including the Office of the National Parliament, UNDP, and RAMSI.

The view of these stakeholders, which is documented in the management response to the evaluation report, was that while the evaluation correctly advocated integration of cross-cutting issues into the parliamentary strengthening projects, including: human rights; achievement of the Millennium Development Goals; and gender; climate change, and conflict prevention, the paradigm advocated by the evaluation went beyond applying an 'issue' lens to project design, to actually building specific activities into the project to explicitly promote and action such issues.

In this respect, the view held by project stakeholders was that parliamentary strengthening initiatives should be conceived and designed as enablers, not as agents, for the achievement of global objectives such as the MDGs or poverty reduction.<sup>11</sup> Project stakeholders were unanimous in their view that by improving the performance of Parliament so that it can better represent its constituents, supervise the actions of the executive and make sound law, parliamentary strengthening projects create the conditions that facilitate greater equity and minimize the risk of violent conflict, amongst other positive social outcomes. This position was supported by discussions at the parliamentary roundtable in Fiji in September 2007, which noted that *'it is important to be careful when working on, supporting or promoting developing issues through parliamentary projects, as parliament's need to be recognized as sovereign and independent,'* and that *'Care needs to be taken not to overburden developing legislatures with multiple activities and issues areas, especially in the Pacific where many legislatures are very small. MPs have multiple demands on their time and this needs to be recognized when engaging with parliamentarians.'*<sup>12</sup> This is discussed further in the lessons learned section of the report, below.

#### PROJECT MANAGEMENT AND SUSTAINABILITY

This section discusses the management arrangements for the project, risk management and issues associated with the sustainability of the project's achievements.

---

<sup>11</sup> The basis for this position was that conceiving of Parliament as an agent for the implementation of the cross-cutting issues equated to presupposing policy commitments which are a matter for the Executive to determine. While not detracting from the merit of policies in these areas, project stakeholders were of the view that the position taken by the evaluation conflated means and ends, and that a focus rather on building stronger and more effective parliaments would ultimately better position UNDP to advocate with MPs for the adoption of particular policies and strategies that are most likely to result in positive social outcomes.

<sup>12</sup> UNDP Pacific Centre, October 2007, Report on the UNDP Pacific Islands Parliamentary Assistance Roundtable, p. 14.

## Project Management

In terms of day-to-day management of the project, the experience of the project has demonstrated that effective institutional strengthening of parliamentary institutions requires a project manager who has a strong technical understanding of parliaments and parliamentary procedures, as well as strong leadership, people management, and change management skills. After underperforming over its first year of operation, the project started delivering against expectations when a project manager was hired with sufficient technical skills, and well as experience in senior management roles, to be able to build momentum for change within the parliament.

Under the direction of the project manager, project outcomes have been achieved through a multi-faceted approach, which focused on: organizational review, planning and restructuring; implementation of an information and research services plan aligned with a communications technology plan; implementation of a training and development plan (including a post election induction program for new members); implementation of a procedural development and support program focused on providing high level advice and support to the Speaker, Clerk and Members; and, activities focused on civic education and gender equity in leadership roles. The key to this approach was in ensuring that progress was made on a broad range of issues, which required a flexible approach to delivering against the outputs in the project document.

The experience of phase one has demonstrated what can be achieved with relatively low levels of technical assistance.<sup>13</sup> Technical assistance has been provided primarily through the project manager, and also short term and low cost inputs from experts from partner organizations, which have focused on targeting specific corporate weaknesses, and building on existing capacity.<sup>14</sup> Training of secretariat staff has also been tightly focused to job descriptions, with a strong emphasis being placed on using training and short term attachments to target and address corporate weaknesses and requirements.

At a higher level, the Project Oversight Committee, and annual Tripartite reviews played a critical role in the management of the project. In addition to playing important roles in regularly reviewing the progress of the project, and in approving annual workplans, these bodies were responsible for making a number of circuit breaking decisions, including the decision to recruit an experienced project manager to the project management role, the decision to implement the graduate trainee program, and the decision to extend the project in February 2007. In particular, annual tripartite reviews have become important milestones in the project management cycle, and have been well-planned and executed. Strong leadership from the National Parliament Office, in particular the Speaker of the

---

<sup>13</sup> For example, the RAMSI Annual Performance Report 2006–07 noted that the project *'demonstrates what can be achieved with the right inputs and a supportive environment...Since [a 2005 review] the activity has gone from strength to strength, and has generated widespread support, both within and outside Parliament...'* and *'demonstrate[ing] that creative and effective adviser support, coupled with an empowered counterpart champion, can achieve reform in Solomon Islands.'*

<sup>14</sup> For example, the project was particularly successful in establishing close ties with legislatures such as the New Zealand and Australian Parliaments, and the New South Wales Legislative Council through exchange programmes, mentoring and training activities.

National Parliament, as the National Project Director, and also the Clerk, has been critical to the progress made by the project.

### **Risk Management**

The project has successfully managed a number of major risks, including risks associated with:

- hiring staff to fill in line positions within the parliamentary establishment;
- maintaining strong Executive support for improving parliamentary services, in the face of increased parliamentary scrutiny of Executive decision making, in particular through parliamentary committees;
- the riots that followed the first Prime Ministerial election after the general elections in April 2006 and the subsequent change of Prime Minister and government;
- questions raised over the dismissal and appointment of certain constitutional office holders;
- the diplomatic tensions that occurred between the Solomon Islands and Australia in the latter period of 2006;
- risks posed by the political events and challenges to the National Parliament Office which occurred in the latter half of 2007; and
- risks posed to project delivery through the increased demand of parliamentary services by MPs.

Looking forward to the proposed second phase of the project, the project faces a number of significant risks including those associated with:

- Executive influence on budgetary and staffing matters;
- the likelihood, based on historical trends, that there will be a high turnover of MPs following the next (2010) election, with resultant impacts on corporate memory; and
- the challenge of maintaining high-level technical leadership at the parliament, in the face of changes to key staff positions, including for example, the Clerk and Speaker and the project manager.

Many of the risks identified also relate to the increasing demand for services which has been stimulated through the implementation of the project. It is expected this trend will continue as a result of a number of factors including:

- The implementation of further incremental improvements to member services, including in the number of services that are available;
- Increased uptake of those services by MPs;
- Greater professionalism in member conduct (resulting from improved member services), and therefore higher expectations from members about the quality and quantity of the services provided; and

- The establishment of improved office facilities for members, which will support improved professionalism (see previous dot point), but also a direct increase in demand for dedicated staff to provide services such as IT, administrative, and security services.

An associated risk relates to the expectation that the project will continue to increase the scope of its activities. The scope of the activities that could be implemented in areas such as civic education and gender, is potentially wide, which raises the risk that the task of meeting programming commitments in these areas may detract from the capacity of the administration to consolidate and continue to improve member services, and meet increasing member expectations. While the increased capacity of the parliamentary establishment and its human resources, should enable an increased emphasis on certain programming areas, this will need to be managed carefully in order to ensure the quality of the project's outputs, and the momentum of the ongoing change management process is not compromised.

### **Monitoring and Evaluation**

As a result of the support provided under the first phase of the project, the National Parliament Office has basic managerial capabilities, in planning, monitoring and coordinating its work, and reporting on its performance. Whilst quarterly reporting requirements under phase one of the project were initially jointly managed by the Project Manager, and the UNDP Sub-Office, with inputs from parliamentary staff members, parliamentary staff have now taken the lead role in meeting reporting requirements, with only minimal supervision from the Project Manager, and no input from the UNDP Honiara Office. Effective monitoring and evaluation has been assisted by the development of a medium term corporate plan for the National Parliament, which sets out a coherent corporate structure for the office, and provides an appropriate framework for performance monitoring and reporting. The office has commenced the development of a number of basic databases for the collection of performance information (and which provides the basis for the data presented under the discussion of project delivery, above). However, further developments will be required in both the collection and use of performance information, in order to embed a performance and risk management culture in the operations of the National Parliament Office. The Performance Information Framework in the project document for the second phase of the project will provide a basis for ensuring this happens.

### **Sustainability**

Sustainability was recognized as a core concern for all stakeholders during the terminal Tripartite review meeting for the project in February 2008. Currently, the improvements brought about by the project are still fragile, and will need to be consolidated and built upon. A number of factors will be critical to ensuring that the achievements of the project can be sustained. Chief amongst these are:

- **Partnerships management:** Achievement of the objectives of the project will depend on the ongoing development and strengthening of partnerships with a wide range of organizations. Key government partners include the Office of Prime Minister and



Cabinet, the Ministry for Public Service, the National Audit Office, the Attorney General's Office, the Ministry of Women, Youth and Children's Affairs, and the Ministry of Education. Key non-government partners include the RAMSI Machinery of Government Programme, the UNDP Pacific Centre, the Commonwealth Parliamentary Association, the Centre for Democratic Institutions, UNDP's Regional Rights and Resources Team, UNICEF, UNIFEM, NZAID, and civil society groups, including women's organizations. Experience over phase one of the project has shown that the quality of the relationships with these partners will have a big impact on the capacity of the project to support improved legislative and policy outcomes, to develop activities in new programming areas, and to sustain the gains that are instigated by the project, beyond its funding window.<sup>15</sup> In this area, the further strengthening and consolidation of existing partnerships with regional parliaments and bodies such as CPA and CDI will become more important as the project progressively assumes a lesser role in the affairs of the National Parliament Office.

- ***Solomon Islands Government support:*** The project has been successful in fostering strong support from successive governments, including the current one, for strengthening the effectiveness of the National Parliament Office. This has been evident policy statements, in successive successful bids for budget increases for the parliamentary establishment, including the government's approval of the uptake of graduate positions into the parliamentary establishment. Continued support from the government will be critical to ensuring that the parliament has the resources it needs in order to fulfill its role effectively over the long term.
- ***Corporate governance:*** Phase one of the project has largely addressed the major weakness of the parliamentary administration, namely the lack of appropriately trained and qualified staff to provide secretariat services to parliamentarians. Further development of the organizational structure and human resources of the parliament will be critical to ensuring staff retention, and a sustainable and adequate coverage of key service areas. In order to ensure secretariat services continue to be effective and improvements brought about by the project are sustainable, the corporate services area of the parliament, in its role of ensuring appropriate human resources, budget and financial management of the parliament, will take on a new level of importance. The strengthening of corporate services, which commenced under phase one with the development of corporate and strategic plans for the parliament, a revised staffing structure and improved staffing arrangements, will need to be continued and accelerated. An important component of this strategy will be the pursuit of autonomy for parliament in budgetary and staffing matters, which will help ensure the parliament has the capacity to retain key staff, and maintain service quality.

---

<sup>15</sup> For example, the evaluation of the first phase of the project noted the developing relationship between the Parliament through its Public Accounts Committee and the Office of the Auditor General, which, with the benefit of assistance from the RAMSI Machinery of Government program has been subjecting Government activities to an increased level of audit scrutiny. The Public Accounts Committee, with the support of the Parliamentary Strengthening project responded in 2006 with a new level of attention to a series of reports tabled by the Auditor General in Parliament. The project evaluation noted that '*such a relationship between reformers in government and a parliamentary committee is useful for improving governance in general.*' The development of similar partnerships with Government and non-Government partners will be important to maintaining the momentum of the project and ensuring its achievements are sustainable. Nakamura, R., Rodrigues, C. and Clements, Q. (2007), Evaluation of the UNDP Solomon Islands National Parliament Strengthening Project.

- ***Development of Human Resources:*** Currently there are a relative small number of trained staff members who cover the key functional areas of parliamentary business, some of whom are currently sponsored by the project (including in the critical areas of law, and information technology management). However, secretariat staff members, when compared to staff of parliamentary secretariats in more developed legislatures are still relatively inexperienced and overall human resources development in the National Parliament Office is still at a relatively early stage, with further qualified officers being required in critical corporate areas such as finance and information technology. The project will need to maintain its focus on developing the overall human resources capacity of the parliament, to ensure that graduate trainees will be in a position to take on higher level management positions and have the capacity to continue the change management process after the project has been closed. Restructuring of the NPO will identify positions and skills required by the office which the project can initially fund while SIG funds are sought in the next budget round. It is anticipated that all staff hired by the project will have the opportunity to transfer to the parliamentary establishment.
- ***Financial Management:*** Responsibility for the National Parliament Office's finances, including procedures for handling funds, transaction recording and reporting, and bank reconciliations are primarily held with the Ministry of Finance. At this level, the laxity of the SIG's financial controls over the management of public funds has been well documented. For example, a recent (2008) report by KPMG on the SIG's Public Financial Management System identified several serious weaknesses in internal controls and compliance with regulations and laws designed to underpin sound financial management in the public sector. Capacity has recently been introduced to provide a higher level of delegation to line agencies for financial management. However, at this point in time the National Parliament Office lacks substantive experience in the area. The National Parliament Office has basic budget management capabilities, including the ability to track commitments and expenditures against budgets on a regular basis. However, the office does not currently have sufficiently qualified human resources to be effective in the area of financial management and accounting, in particular in the area of providing security for its assets and tracking important details about its assets and their value on an annual basis. Many recurrent costs, including ICT, communications and staffing costs are being covered by the project and will need to be progressively assumed within the budget of the National Parliament Office for the projects achievements to be sustainable.

## LESSONS LEARNED

### **Leadership**

As was recognized by the parliamentary evaluation, as well as annual Tripartite reviews, the project has benefited from strong leadership within the parliamentary establishment, in particular through the Speaker, as National Project Director, and the Clerk of Parliament, in driving the change management process. Experience over the project has also demonstrated that effective institutional strengthening of parliamentary institutions requires a project manager who has a strong technical understanding of parliaments and

parliamentary procedures, as well as strong leadership, people management, and change management skills.

With the benefit of strong leadership from these sources, the project successfully built support from its direct beneficiaries, MPs, who have indicated general satisfaction with the improvements they observed in the support they receive from the parliamentary secretariat in their work.<sup>16</sup> This experience also merits consideration of formal recognition of the leadership and accountability of the National Parliament Office for the project and its outcomes through adoption of the National Execution Modality during the next phase of the project, which will depend on the extent of development of the National Parliament Office's financial management capabilities (see follow on action recommendations, below).

### **Project Design**

Experience over the project has shown that while the activities in the project document are largely appropriate, there is a significant overlap between these outcomes which has, on occasions, led to a lack of clarity in relation to the connections between deliverables and outcomes, as well as adding unnecessary complexity to monitoring, reporting and evaluation. As was endorsed by the project evaluation, activities delivered by parliamentary strengthening projects should be organized according to the functional units of parliamentary institutions, for which is a strong normative framework based on years of experience. A holistic approach should be taken to strengthening the institution, rather than focusing on delivery of individual outputs at the expense of improving overall institutional performance.

Furthermore, certain outputs identified in the phase one project document such as *'relevant amendments made to existing legislation and new legislation approved to strengthen the functioning of the Public Accounts Committee,'* are clearly matters for the Executive Government and the parliament to determine, and should not have been articulated as objectives for the project. To address this issue, the project has focused on developing secretariat capacity to support procedural and legislative reforms, so that proposals put by Members can be considered, and where appropriate, progressed, instead of pressing these issues in a deterministic fashion. The design of the second phase of the project should be articulate its outputs more carefully, in recognition of the independence of Executive and parliamentary decision making from the parliamentary administration.

### **Parliamentary strengthening: an enabler, rather than an agent for improved policy outcomes**

Parliaments play a fundamental role in establishing the rule of law, protecting human rights, overseeing transparent governance processes, and ensuring national compliance with international obligations. As the supreme law making body in the Solomon Islands, the decisions of the National Parliament have a major impact on the issues facing society,

---

<sup>16</sup> Nakamura, R., Rodrigues, C. and Clements, Q. (2007), Draft Evaluation of the UNDP Solomon Islands National Parliament Strengthening Project.

such as peace and stability, the Millennium Development Goals, human rights and gender equality and equity. The parliamentary administration provides services to support effective decision making in these areas, by supporting the efficient conduct of the National Parliament in the chamber and in its committees, as well as by providing a range of other services and facilities for Members.

The Government of the Solomon Islands faces a number of pressing issues that are confronting the country, including (to name a few): addressing well documented and systemic problems with corruption; addressing territorial inequalities in the distribution of development and resources; addressing issues of land ownership and administration; ensuring sustained and equitable economic growth in the face of unsustainable resource use and high population growth; achieving sustainable use and management of environmental and natural resources; and addressing the barriers faced by women in terms of access and presence in leadership position, including in representative government.

How it chooses to address these issues is a matter for the Solomon Islands Government to determine. However, by improving the performance of Parliament so that it can better represent its constituents, scrutinize the actions of the executive and make sound law, conditions are created that facilitate greater equity and minimize the risk of violent conflict, amongst other things.

Overall, the experience of the project has shown that the best way to achieve positive policy outcomes through parliamentary strengthening initiatives is to focus on strengthening the support and services available to parliamentarians. In this sense, the focus of the project should be primarily on getting the parliament to work better, rather than to direct the substance of parliamentary decisions—i.e. if the parliament is working better, then its decisions will also logically be better. This approach will better position parliamentarians to engage in dialogue with stakeholders about the appropriate direction of public policy. In pursuing policy reforms, the project needs to be careful to work within the existing policy framework, and not to pre-suppose policy commitments which are a matter for the Solomon Islands Government to determine.

Experience also suggests that pursuit of activities explicitly focused on issues of government policy need to be integrated within the overall work program of the project and considered carefully, cognizant of the need to maintain support for the parliament in its key functional areas, of the level of support for such activities within the parliament, and of the legislative mandate within which any parliamentary administration has to work. This was supported by discussions at the parliamentary roundtable, which noted that *'it is important to be careful when working on, supporting or promoting developing issues through parliamentary projects, as parliament's need to be recognized as sovereign and independent'* and that *'it is important to engage closely with legislators to ensure that work on development issues is not seen as externally driven.'*<sup>17</sup>

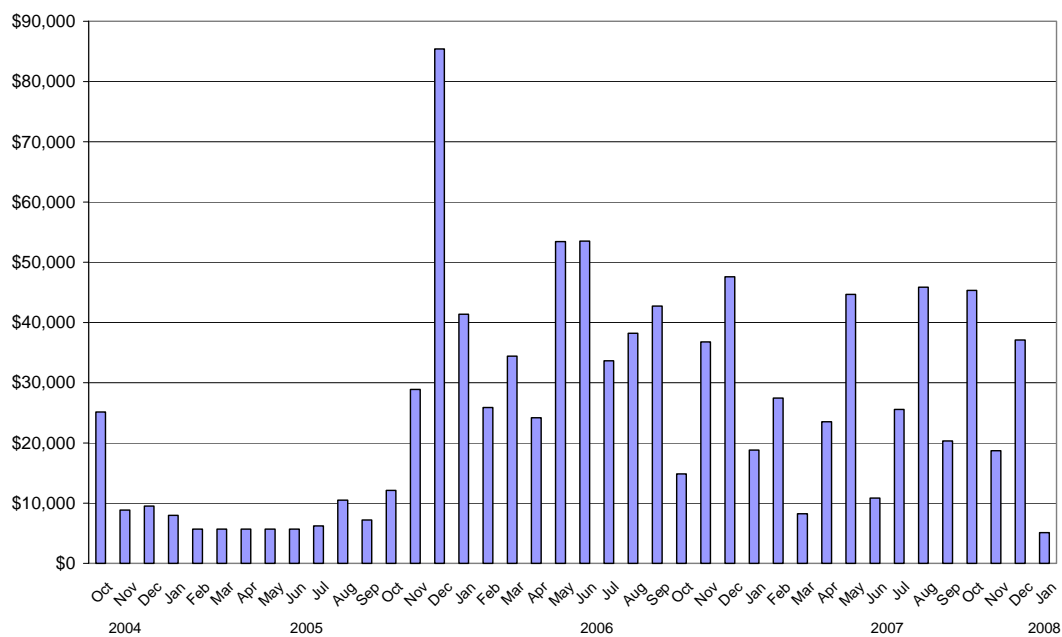
---

<sup>17</sup> UNDP Pacific Centre, October 2007, Draft report on the UNDP Pacific Islands Parliamentary Assistance Roundtable, p. 14.

## Outcomes focus

A further major lesson learned was the importance of maintaining an appropriate focus on outcomes, and achieving progress towards those outcomes. Over the initial year of the project, substantial delays in the delivery of project activities resulted from the pursuit of recruitment of project staff through the ordinary Government processes, and by a pre-occupation with revising the scope and focus of the project as it is set out in the project document. The recruitment of graduate trainees through the project—which was not envisaged by the project document—rather than through the Public Service Department’s recruitment procedures, was a catalyst for addressing many of the project’s outcomes, and has enabled delivery of a majority of the activities set out in the project document. The impact of the employment of graduate staff through the project is reflected in the annual expenditure figures, which are presented in Figure 6. As can be seen in Figure X, expenditure in the first year of the project was consistently below \$US 10,000 per month. The change of project manager in late 2005, and recruitment of graduates under the project acted as a catalyst for increased output from the project, which is reflected in an increased of monthly expenditures to around \$US 30,000 dollars per month, a level it has maintained since this point in time.

**Figure 6. Project Expenditure by Month (USD)**



While it constituted a major risk to the project (see analysis of risks above), ultimately, this act of demonstrating the capacity of improved staffing at the Parliament to support its key functions resulted in increased support from Government for improving the efficiency and effectiveness of the parliamentary administration, including up-take of the graduate secretariat positions into the Government’s public service payroll. This underlines the importance of being flexible and creative in the implementation process, and focusing on the goal of making progress on a broad range of fronts.

## **Role of partnerships**

Experience over phase one has shown that achievement of the objectives of the project will depend on the ongoing development and strengthening of partnerships with a wide range of organizations. Key government partners include the Office of Prime Minister and Cabinet, the Ministry for Public Service, the National Audit Office, the Attorney General's Office, the Ministry of Women, Youth and Children's Affairs, and the Ministry of Education. Key non-government partners include the RAMSI Machinery of Government Programme, the Commonwealth Parliamentary Association (CPA), the Centre for Democratic Institutions (CDI), the Regional Rights and Resources Team (RRRT), UNICEF, UNIFEM, NZAID, civil society groups, including women's organizations, and the UNDP Pacific Centre. The experience over the project has shown that the quality of the relationships with these partners will have a big impact on the capacity of the project to support improved legislative and policy outcomes, to develop activities in new programming areas, and to sustain the gains that are instigated by the project, beyond its funding window.<sup>18</sup>

The other critical partner for the project has been the Solomon Islands Government, upon whom the National Parliament Office is dependent in dealing with budgetary and staffing matters. The project has been successful in generating strong support from three successive Governments, including the current Government, for providing necessary budget support for the strengthening of the institution. This was demonstrated through the National Parliament's success in gaining increased funding allocations in two successive funding submissions, and in gaining the Government's agreement on uptake of graduate trainees into the parliament's budget. The current Government has stated its support for legislative reforms to ensure that the National Parliament Office has autonomy in budgetary and staffing matters. Success in this area will be critical to ensuring the sustainability of the projects achievements (see discussion under sustainability).

## **PROPOSAL FOR A SECOND PHASE**

Despite the indicators of progress mentioned above, it is recognized that the process by which any parliament strengthens and matures in its capacity to fulfill its roles and functions, particularly vis-à-vis executive power and control, is historically a long and complex one. While the project has created the potential for the parliamentary administration to become a resilient and functional institution over the long term, achievement of this potential is still contingent on external factors such as continued support from the Executive on budgetary and staffing matters, and budgetary support

---

<sup>18</sup> For example, the evaluation of the project noted the developing relationship between the Parliament through its Public Accounts Committee and the Office of the Auditor General, which with the benefit of assistance from the RAMSI Machinery of Government program has been subjecting Government activities to an increased level of audit scrutiny. The Public Account Committee, with the support of the Parliamentary Strengthening Project responded in 2006 with a new level of attention to a series of reports tabled by the Office of the Auditor General in Parliament. The evaluation noted that 'such a relationship between reformers in government and a parliamentary committee is useful for improving governance in general.' The development of similar partnerships with Government and non-Government partners will be important to maintaining the momentum of the project. Nakamura, R., Rodrigues, C. and Clements, Q. (2007), Draft Evaluation of the UNDP Solomon Islands National Parliament Strengthening Project.

and technical assistance from the project. Entrenchment and consolidation of the achievements of the project will require continued investment and support from the Solomon Islands government and other stakeholders.

In recognition of this need, a four year extension of the project was proposed at the February 2007 Tripartite review of the project, and received unanimous support from key stakeholders, including the National Parliament and the Solomon Islands Government.<sup>19</sup> The project will commence on 1 April 2008, and run until 31 March 2012, and is expected to cost approximately \$US 1,704,723.<sup>20</sup>

The project will be implemented under a revised outcomes–outputs framework, which will contain one outcome, which focuses on the three primary functions of all parliaments; i.e. law making, representation, and oversight of the executive. The project outcome is:

*The National Parliament fulfils its role as a legislative, representative, and oversight body in accordance with the Solomon Islands Constitution.*

The Parliamentary Secretariat is the primary mechanism through which this outcome will be achieved, by strengthening its capacity to deliver services in the following five functional areas:

- procedural support services;
- committee support services;
- information services;
- corporate services; and
- parliamentary education and community engagement services.

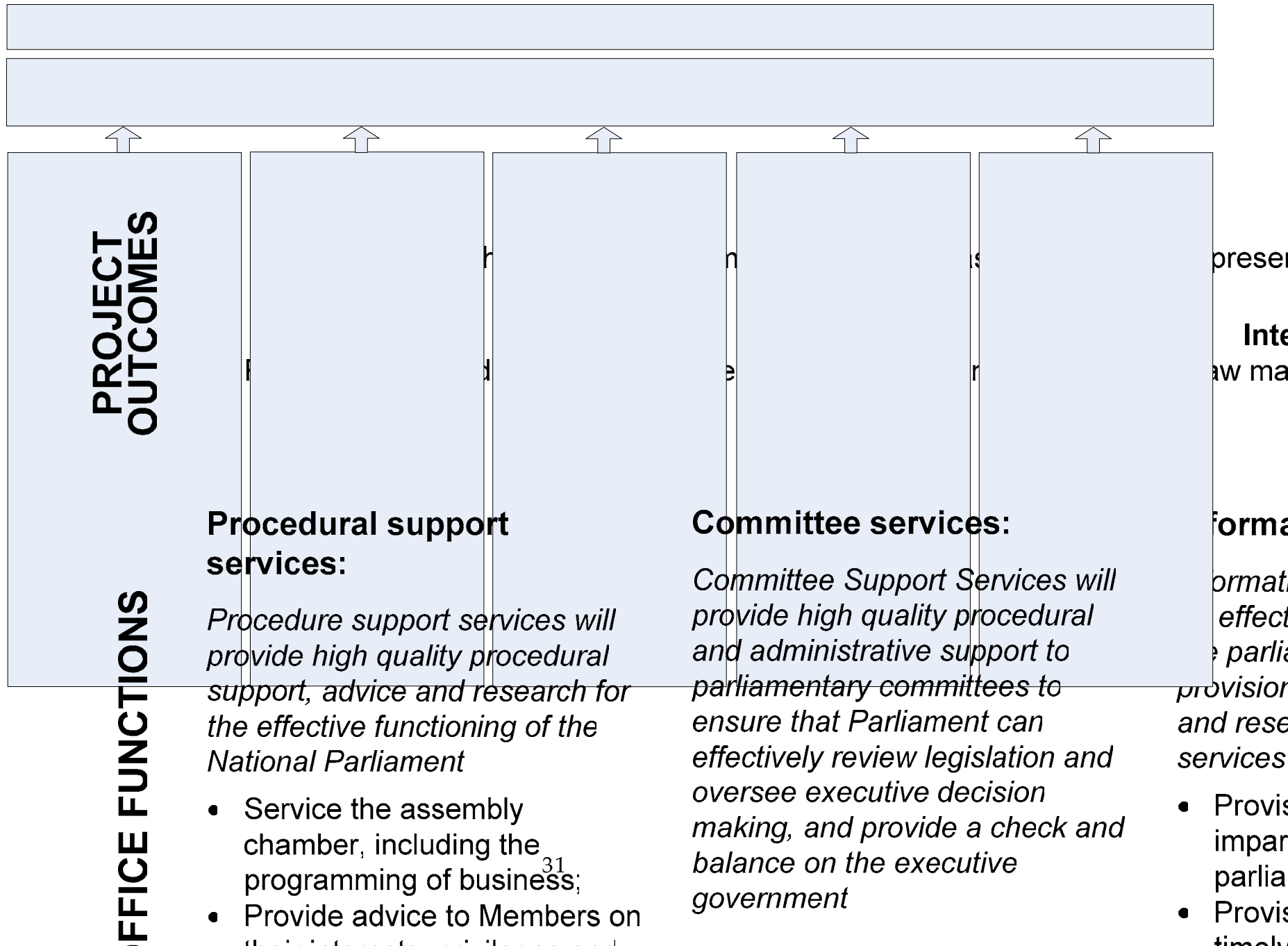
The proposed outcomes–outputs structure is presented in Figure 7.

---

<sup>19</sup> Parliamentary Strengthening Project, Tripartite Review minutes, Monday, 5 February 2007.

<sup>20</sup> The ultimate cost will depend on the ultimate USD value of AusAID's commitment of \$AU 1,600,000.

Figure 7. Outcomes-Outputs framework





**PROJECT OUTPUTS AND ACTIVITIES**

↑

**Output 1. Strengthened procedural support services**

Assistance with processing and drafting of bills, including the completion of social (including gender elements) and economic impact assessments of legislation, and working to ensure legislation is drafted using gender sensitive language; Strengthening of MPs and parliamentary staff members' knowledge of procedural issues through provision of ongoing support (see also output four); Provision of support to the Speaker to ensure he/she is able to make appropriate rulings on procedural issues, through;

- the creation of an effective procedure office; and
- providing access to secretarial and administrative support to the Deputy Speaker, Chairs of Committees and members.

Supporting implementation of a code of ethical conduct for parliamentarians, the special select committee on ethics to explore development of a Parliamentary Privileges Act, and means of ensuring compliance with the Leadership Code (Further Provisions) Act, 1999; Facilitate strengthening and reform of parliamentary procedures and exploration of legislative options for providing greater autonomy to the National Parliament in budgetary and staffing matters.

↑

**Output 2. Strengthened committee services:**

Facilitation of parliamentary consideration and adoption of the proposed new Committee Standing Orders; Ongoing professional development of secretariat staff and committee members, including their understanding of gender issues (see also output four); Development of operations and committee manuals, booklets on committee effectiveness, and a manual for committee chairs; Supporting formation of subject matter committees for the conduct of investigations, and consideration of matters undertaken by the Government under each of their areas of authority; Supporting parliamentary committees to engage more closely with constituency matters through the conduct of committee inquiries in the provinces; and Supporting subject matter experts, civil society groups (including women's groups) and other witnesses to provide evidence to parliamentary committees in support of their investigations and inquiries.

↑

**Output 3. Strengthened information services:**

Reviewing and strengthening systems to ensure the timely production and publication of Hansard and other parliamentary records; Further developing the research capacity of the parliament, including by: strengthening of legal drafting services to provide Members with access to impartial advice and assistance in the drafting of Private Members' bills; engagement of experts to prepare research papers on current public policy matters, such as the representation of women in leadership roles; and assistance with ongoing library collection development and maintenance; Ongoing implementation of the consultancy report on creating an effective library and information service for the Solomon Islands Parliament; Ensuring public awareness of parliamentary debates and proceedings by expanding and improving the parliamentary web-site; and Developing and implementing a new four year ICT plan for the consolidation and improvement of ICT services, and uptake of ongoing ICT costs in the SIG budget.

↑

**Output 4. Strengthened corporate services:**

Strengthen corporate planning and budgeting processes, including by supporting the parliamentary administration to develop annual workplans and budgets and complete annual reporting; Development of effective human resources management systems to ensure staff performance and retention is maximized, including by providing for ongoing professional development of parliamentary staff, development of attractive career paths for staff, management of staff performance, and management of poor performance; Support the implementation of accountable, efficient financial management systems and processes; Facilitating improved physical resources available to Members of Parliament; Developing and implementing a professional development program for MPs (including a major post-2010 election induction program); Conducting a gender audit of the parliament and its functions and development of a gender policy for the National Parliament; Supporting attainment of parliamentary autonomy in budgetary and staffing matters; and Strengthening relationships with external stakeholders.

↑

**Output 5. Strengthened parliamentary education and community engagement services:**

Facilitation of visits to the parliament by schools and civil society groups, and implementation of an annual parliamentary open day for the public; Implement a programme of constituency visits by the Speaker and MPs to discuss the work of parliament and the concerns and needs of constituents; Contribute to the implementation of a biennial youth parliament; Liaise with the Ministry of Education to develop curricula and strengthen the delivery of educational activities on parliamentary democracy in schools; Expansion and improvement of the educational materials available on the parliamentary web-site; Delivery of training programs on the inner workings of parliament for women candidates prior to the next election; Support efforts from the MWYCA to progress the affirmative action debate, as well as gender equity and equality issues; and Develop other innovative approaches to gender and the Parliament.

## Design process

The development of a draft design for phase two has been undertaken by a UNDP project formulation team, in close collaboration with the Office of the National Parliament, and representatives from the AusAID (under the umbrella of RAMSI), as the major development partner for the project. The draft project document has been developed on the basis of:

- A Concept Note setting out the key dimensions of the proposed second phase, which was tabled in the February 2007 Tripartite review meeting, the key components of which were endorsed by the final project evaluation;
- Consideration of the recommendations of the project evaluation and the parliamentary assistance roundtable which was held to discuss its findings in Fiji in September 2007;
- Consideration of informal feedback from Members about their ongoing needs and expectations from the National Parliament Office and through the project, in particular through the parliamentary committee system and the 2007 Tripartite review;
- Detailed consultations with staff of the National Parliament, including the Speaker, the Clerk and the House Committee over the strategic priorities for the National Parliament Office, and the nature of the support required to continue to strengthen its functions and services to members;
- Consultations undertaken by the project formulation team through participation in the National Parliament Office's corporate planning workshop, which was held in July 2007; and
- Appraisal of the project document by UNDP and AusAID, under the umbrella of RAMSI, in late 2007. Appraisal of the project design by MPs, originally scheduled for late 2007, was held over to 2008 due to the political events which occurred over this period.

To steps remaining finalize the project document prior to inception of phase two are as follows:

- Consultations with Members of Parliament on the proposed design;
- Consideration of feedback from all sources by the project formulation team, and incorporation of feedback, where appropriate, into the final design document;
- Final sign-off on the project document and the response to stakeholder feedback by the project formulation team by UNDP's Resident Representative;
- Local project appraisal committee (LPAC) meeting, involving all project stakeholders; and
- Incorporation of feedback from the LPAC and final sign-off on the project document by UNDP, the Office of the National Parliament, and the Solomon Islands Government.

At the terminal Tripartite review for the project on 24 February 2008, it was expected that the final agreement on the project design will be reached by mid-March 2008, in order to allow commencement of phase two in April 2008.

#### FOLLOW ON ACTION RECOMMENDATIONS

Building from the lessons learned, and the fundamentals that have underpinned the success of the project, it is recommended that the proposed second phase of the project:

- Maintain a strong focus on improving services to Members, to ensure continued improvement in the functioning of the Chamber and Committee system, and continue to develop the role of committees to provide a forum for public debate and engagement, and scrutinize the performance of the Executive, through such initiatives as holding committee hearings in the provinces;
- Continue to strengthen the corporate services area of the parliament, in its role of ensuring appropriate human resources, budget and financial management of the parliament. An important component of this strategy will be the pursuit of autonomy for parliament in budgetary and staffing matters, which will help the parliament to retain key staff, and maintain service quality. An important aspect of the corporate focus of the parliament, and the support provided to it through the project, will be the goal of ensuring internal policies are gender sensitive, and that there is a strong corporate commitment to reducing barriers faced by women in assuming leadership positions, and in the parliament more generally;
- Continue to develop effective parliamentary IT systems in order to ensure productivity increases can be achieved and are sustainable. Through the establishment of networked computing facilities, and improved information management, including through development of the parliamentary web-site and intranet, the project has established the basic components of an effective information management strategy. However, continued implementation and development of this strategy currently relies heavily on project support, including through payment for recurrent connectivity and services costs, and capital investments. While the project should continue to support capital investments for required IT upgrades, the achievement of a sustainable approach to IT will require ongoing uptake of recurrent costs by the Solomon Islands Government. Such an approach may include development of a service level agreement with the ICT support unit in the Ministry of Finance to provide IT user and maintenance services through the parliament's budget. The ability to maintain security over parliamentary information will be critical to ensuring this strategy is feasible;
- Continue to strengthen relationships with external partners in order to improve the capacity of the project to support improved legislative and policy outcomes, to develop activities in new programming areas, and to sustain the gains that are instigated by the project, beyond its funding window;
- Further developing the research capacity of the parliament, including by: strengthening of legal drafting services to provide Members with access to impartial advice and assistance in the drafting of Private Members' bills; engagement of experts

to prepare research papers on current public policy matters, such as the representation of women in leadership roles (complementary to the research services offered by the parliamentary secretariat); and assistance with ongoing library collection development and maintenance, including by making information accessible through the parliamentary website and intranet; and

- Expand parliamentary education activities including those focused on reducing barriers faced by women in entering leadership positions, including representative government. This should be facilitated by the establishment of an education unit within the parliament to develop and coordinate parliamentary education activities, including the appointment of a parliamentary education and community engagement coordinator.

It is also recommended that consideration be given to adopting the National Execution modality during the implementation of the second phase of the project.<sup>21</sup> Whilst the current financial management capacity of the National Parliament Office is not currently adequate to warrant consideration of National Execution at this stage, UNDP should annually review the implementation capacity of the office in order to determine if additional implementation responsibilities can be devolved implementation of the programme progresses, and this should also be one of the areas for consideration of the independent mid-term review of the project. Under the National Execution arrangement, UNDP could continue to provide specific support services for the project, such as international procurement and contracting, in order to ensure continued flexibility in project implementation and to ensure the National Parliament Office is not overburdened. The prospect for adopting this strategy will be assisted by the increased focus of the next phase on the corporate services area of the parliament, in its role of ensuring appropriate human resources, budget and financial management of the parliament, and will depend on the progress made by the parliament in this area.

#### ASSETT MANAGEMENT

A register of assets has been maintained over the life of the project, and is contained at Annex 1. As part of the transition to phase two, these assets be assessed, and either transferred to the second phase of the project, transferred to the Office of the National Parliament, or disposed. Final disposition of the equipment will be negotiated with the Solomon Islands Government as part of the project closure process.

---

<sup>21</sup> The way a programme or project is carried out is referred to as 'execution' and is part of the management arrangements of the same programme or project. The arrangements are worked out in detail during the project formulation stage. National Execution is where a national government agency is held responsible for executing programmes and projects, rather than UNDP. The use of the National Execution modality is expected to contribute to: greater national self-reliance by effective use and strengthening of the management capabilities and technical expertise of national institutions and individuals, through learning and doing; enhanced sustainability of development programmes and projects by increasing national ownership and commitment to development activities; and reduced workload and integration with national programmes through greater use of appropriate national systems and procedures. National Execution is used when there is adequate capacity in government to undertake the functions and activities of the project, in line with the long-term national plans and policies.

FINANCIAL SUMMARY

**Figure 8. Project expenditure against budget by funding source (USD)**

Funding source	Year	Budget	Expenditure			Balance	
			Disbursements	Commitments	Fees		Total
UNDP (TTF)	2004		\$19,067			\$19,067	
	2005		\$60,616			\$60,616	
	2006		\$(10,142)			\$(10,142)	
	2007		\$(11,882)			\$(11,882)	
UNDP (TTF) Total		\$ (57,658)	\$57,658			\$57,658	N/A
UNDP (TRAC)	2004		\$13,019			\$13,019	
	2005		\$121,149		\$200	\$121,349	
	2006		\$124,312		\$9,552	\$133,864	
	2007		\$103,458		\$6,190	\$109,648	
	2008		\$1,203			\$1,203	
UNDP (TRAC) Total		\$ (425,000)	\$363,140		\$15,943	\$379,083	\$(45,917)
AusAID/RAMSI	2004		\$10,794		\$648	\$11,442	
	2005		\$2,097		\$2,705	\$4,803	
	2006		\$283,972		\$38,897	\$322,869	
	2007		\$215,415		\$13,250	\$228,665	
	2008		\$3,903	\$7,809		\$11,712	
AusAID/RAMSI Total		\$ (606,584)	\$516,180	\$7,809	\$55,501	\$579,490	\$(27,094)
<b>Grand Total</b>		<b>\$(1,089,242)</b>	<b>\$936,979</b>	<b>\$7,809</b>	<b>\$71,443</b>	<b>\$1,016,231</b>	<b>\$(73,011)</b>

**Figure 9. Project Expenditure by year (USD)**

Year	Disbursements	Commitments	Management Fees	Grand Total
2004	\$42,880		\$648	\$43,528
2005	\$183,862	\$ -	\$2,906	\$186,767
2006	\$398,141	\$ -	\$48,449	\$446,591
2007	\$306,990	\$ -	\$19,441	\$326,431
2008	\$5,105	\$7,809		\$12,914
<b>Grand Total</b>	<b>\$936,979</b>	<b>\$7,809</b>	<b>\$71,443</b>	<b>\$1,016,231</b>

**Figure 10. Detailed expenditure breakdown**

<b>Expenditure Category</b>	<b>Account</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>Grand Total</b>
Project Management Costs	Salaries - ALD	\$ 29,116	\$ 36,540	\$ 18,309	\$ 86,731		\$ 170,695
	Intl Consultants-Sht Term-Tech			\$ 100,134			\$ 100,134
	Appoint/Sep Cost Incl Trvl-ALD		\$ 13,019	\$ 17,089	\$ 22,322		\$ 52,431
	Mission Allowance - ALD		\$ 1,710	\$ 2,954	\$ 7,921		\$ 12,584
	Contr to Jt Staff Pens Fd-ALD		\$ 15,825	\$ 2,220	\$ 24,355		\$ 42,399
	Medical Insurance - ALD	\$ 158	\$ 1,320	\$ 220	\$ 1,905		\$ 3,603
	Other Personnel costs ALD(A&T)		\$ 4,877	\$ 10,988	\$ 33,827		\$ 49,691
<b>Project Management Costs Total</b>		<b>\$ 29,274</b>	<b>\$ 73,290</b>	<b>\$ 151,913</b>	<b>\$ 177,061</b>		<b>\$ 431,537</b>
Graduate trainees	Service Contracts-Individuals		\$ 2,691	\$ 30,922	\$ 26,067	\$ 3,782	\$ 63,462
	Local Consult.-Short Term-Supp			\$ 1,560	\$ 10,139		\$ 11,699
	Local Consult.-Sht Term-Tech			\$ 12,213		\$ 8,129	\$ 20,343
	Medical Exams(incl Pre-empl)			\$ 429			\$ 429
<b>Graduate trainees Total</b>			<b>\$ 2,691</b>	<b>\$ 45,125</b>	<b>\$ 36,207</b>	<b>\$ 11,911</b>	<b>\$ 95,933</b>
Technical assistance	Svc Co-Construction & Engineer				\$ 7,581		\$ 7,581
	Svc Co-Information Technology			\$ 190	\$ 322		\$ 512
	Svc Co-Natural Resources & Env				\$ 1,112		\$ 1,112
	Svc Co-Studies & Research Serv				\$ 1,548		\$ 1,548
	Svc Co-Transportation Services			\$ 1,230			\$ 1,230
	Intl Consultants-Sht Term-Tech		\$ 9,237	\$ 14,400			\$ 23,637
	Intl Consultants-Sht Term-Supp	\$ 13,019					\$ 13,019
<b>Technical assistance Total</b>		<b>\$ 13,019</b>	<b>\$ 9,237</b>	<b>\$ 15,820</b>	<b>\$ 10,564</b>		<b>\$ 48,641</b>
Office Equipment and supplies	Acquis of Computer Hardware		\$ 12,778	\$ 21,368			\$ 34,146
	Acquis of Computer Software			\$ 7,869			\$ 7,869
	Acquisition of Audio Visual Eq			\$ 1,434		\$ 100	\$ 1,535
	Acquisition of Communic Equip			\$ 1,565			\$ 1,565
	Stationery & other Office Supp		\$ 1,388	\$ 8,480	\$ 7,652		\$ 17,520
	Sundry		\$ 5	\$ 37,553	\$ (10,459)		\$ 27,099
	Transportation Equipment				\$ -		\$ -
	Wood & Paper Products			\$ 567	\$ 563		\$ 1,130
	Audio & Visual Equipment					\$ 135	\$ 135

<b>Expenditure Category</b>	<b>Account</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>Grand Total</b>
	Food & Textile Products		\$ 4,354				\$ 4,354
	Furniture		\$ 11,785				\$ 11,785
	Inform Technology Supplies	\$ 9,979	\$ 664		\$ 9,856	\$ 476	\$ 20,975
	Maint & Licencing of Software				\$ 163		\$ 163
	Minerals, Mining & Metal Prdcts		\$ 5				\$ 5
	Office Machinery	\$ 33,739	\$ 20,444		\$ 13,567		\$ 67,750
	Rental & Maint-Other Office Eq		\$ 218				\$ 218
<b>Office Equipment and supplies Total</b>			\$ 57,890	\$ 116,305	\$ 21,341	\$ 711	\$ 196,247
Project Vehicle	Transporation Equipment		\$ 368	\$ 20,612			\$ 20,980
	Maint, Oper of Transport Equip		\$ 339			\$ 111	\$ 450
<b>Project Vehicle Total</b>			\$ 707	\$ 20,612		\$ 111	\$ 21,431
Communication costs	Common Services-Communications				\$ 17,070		\$ 17,070
	Connectivity Charges	\$ 9,021	\$ 4,111		\$ 3,024	\$ 763	\$ 16,919
	E-mail-Subscription		\$ 3,299		\$ 6,068	\$ 915	\$ 10,282
	Land Telephone Charges	\$ 4,310	\$ 6,537		\$ 1,975	\$ 707	\$ 13,529
	Mobile Telephone Charges	\$ 518	\$ 1,411		\$ 842	\$ 174	\$ 2,945
<b>Communication costs Total</b>			\$ 13,849	\$ 15,358	\$ 28,979	\$ 2,559	\$ 60,745
Publications and media	Other Media Costs				\$ 1,048	\$ 4,357	\$ 5,405
	Printing and Publications	\$ 2,220	\$ 3,748		\$ 196	\$ 125	\$ 6,289
	Publications		\$ 907		\$ 1,129		\$ 2,036
<b>Publications and media Total</b>			\$ 2,220	\$ 4,656	\$ 2,372	\$ 4,483	\$ 13,730
Security costs	Security-related Costs			\$ 594		\$ 2,438	\$ 3,032
	Contribution to Security	\$ 587	\$ 2,039	\$ 1,138	\$ 3,469		\$ 7,233
<b>Security costs Total</b>		\$ 587	\$ 2,039	\$ 1,732	\$ 3,469	\$ 2,438	\$ 10,266
Learning Costs	Learning Costs		\$ 3,548		\$ 341		\$ 3,889
<b>Learning Costs Total</b>			\$ 3,548		\$ 341		\$ 3,889
Travel costs	Travel - Other	\$ 360	\$ 5,584		\$ 392	\$ 1,871	\$ 8,207
	Travel Tickets-International	\$ 3,922	\$ 3,691		\$ 3,546	\$ 509	\$ 11,669
	Travel Tickets-Local	\$ 1,821			\$ 131		\$ 1,951
	Daily Subsist Allow-Mtg Partic				\$ 1,961	\$ 510	\$ 2,471
	Daily Subsistence Allow-Intl	\$ 11,963	\$ 17,401		\$ 7,902		\$ 37,266

<b>Expenditure Category</b>	<b>Account</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>Grand Total</b>
	Daily Subsistence Allow-Local				\$ 156		\$ 156
	Prepaid Travel Advance		\$ 7,546				\$ 7,546
<b>Travel costs Total</b>		\$ 18,066	\$ 34,223	\$ 14,087	\$ 2,890		\$ 69,267
<b>Utilities</b>	<b>Utilities</b>		\$ 1,156	\$ 2,401	\$ 786		\$ 4,343
<b>Utilities Total</b>			\$ 1,156	\$ 2,401	\$ 786		\$ 4,343
<b>Other</b>	<b>Custodial &amp; Cleaning Services</b>			\$ 623			\$ 623
	Bank Charges			\$ -			\$ -
	Premises Alternations	\$ 482					\$ 482
	Realized Gain	\$ (137)	\$ (50)	\$ (154)	\$ (0)		\$ (341)
	Realized Loss	\$ 25	\$ 3	\$ 61			\$ 89
<b>Other Total</b>		\$ 370	\$ (47)	\$ 531	\$ (0)		\$ 854
<b>Management Fees</b>	<b>UNDP cost recovery chrgs-Bills</b>			\$ 8,719			\$ 8,719
	Facilities & Admin - Implement	\$ 648	\$ 615	\$ 22,603	\$ 22,862		\$ 46,728
	Facilities & Admin - OH & Ind			\$ 9,353			\$ 9,353
	Facilities & Admin - Services	\$ 2,291	\$ 3,704				\$ 5,995
	Payroll Mgt Cost Recovery ATLA	\$ 193	\$ 64	\$ 192			\$ 449
<b>Management Fees Total</b>		\$ 648	\$ 3,098	\$ 26,372	\$ 41,126		\$ 71,244
<b>Grand Total</b>		<b>\$ 43,528</b>	<b>\$ 187,004</b>	<b>\$ 433,226</b>	<b>\$ 338,478</b>	<b>\$ 25,889</b>	<b>\$ 1,028,125</b>



ANNEX 1. ASSET REGISTER

**I. Non-Expendable Items**

Item no.	Type	Description	Serial #	Qty	Acqn Date	Acqn Unit Price (US\$)	Acqn Total Price (US\$)	Project ID #	Asset ID no.	E/ N-E 1/	CA/ N-CA 2/	Physical Location	Recommendati
1	IT Equipment	Server Cabinet	N/A	1	15-Aug-05	3,777	3,777	00039599	000000000199	N-E	CA	Server Room	Transfer to Phas
2	Photocopier	ROCHO AFICIO 2027	J8451400131	1	4-Apr-05	9,824	9,824	00039599	000000000200	N-E	CA	Speaker Secretary	Transfer to Phas
3	Photocopier	ROCHO AFICIO 2028	J8451400141	1	4-Apr-05	9,824	9,824	00039599	000000000201	N-E	CA	Hansard Office	Transfer to Phas
4	Computer	P4 Clone System	708	1	30-Mar-05	1,161	1,161	00039599	000000000202	N-E	CA	Hansard Office	Transfer to Phas
5	Computer	P4 Clone System	705	1	30-Mar-05	1,161	1,161	00039599	000000000203	N-E	CA	Deputy Speaker	Transfer to Phas
6	Computer	P4 Clone System	706	1	30-Mar-05	1,161	1,161	00039599	000000000204	N-E	CA	Hansard Office	Transfer to Phas
7	Computer	P4 Clone System	703	1	30-Mar-05	1,161	1,161	00039599	000000000205	N-E	CA	Hansard Office	Transfer to Phas
8	Computer	P4 Clone System	707	1	30-Mar-05	1,161	1,161	00039599	000000000206	N-E	CA	Hansard Office	Transfer to Phas
9	Computer	P4 Clone System	709	1	30-Mar-05	1,161	1,161	00039599	000000000207	N-E	CA	Hansard Office	Transfer to Phas
10	Computer	Dell Optiplex	9GB7J1S	1	12-Apr-06	1,810	1,810	00039599	000000000398	N-E	CA	Clerk Secretary	Transfer to Phas
11	Computer	Dell Optiplex	BJ87J1S	1	12-Apr-06	1,810	1,810	00039599	000000000399	N-E	CA	Speaker Secretary	Transfer to Phas
12	Server	HP Proliant ML370	AUB52503M7	1	19-Oct-05	5,625	5,625	00039599	000000000411	N-E	CA	Server Room	Transfer to Phas
13	Server	HP Proliant ML370	AUB52503M9	1	19-Oct-05	5,625	5,625	00039599	000000000412	N-E	CA	Server Room	Transfer to Phas
14	Laptop Computer	IBM Thinkpad T60	L3AG718	1	9-Nov-06	3,071	3,071	00039599	000000000416	N-E	CA	Library	Transfer to Phas
15	Laptop Computer	IBM Thinkpad T60	L3AG722	1	9-Nov-06	1,250	1,250	00039599	000000000417	N-E	CA	Library	Transfer to Phas
16	Laptop Computer	IBM Thinkpad T60	L3AG728	1	9-Nov-06	1,250	1,250	00039599	000000000418	N-E	CA	Store Room	Transfer to Phas

17	Computer	Dell Optiplex Vista	9GBBS1S	1	14-Jan-08	1,748	1,748	00039599	00000000573	N-E	CA	Library	Transfer to Phas
18	Computer	Dell Optiplex Vista	CGBBS1S	1	14-Jan-08	1,748	1,748	00039599	00000000574	N-E	CA	Library	Transfer to Phas
19	Computer	Dell Optiplex Vista	5HBBS1S	1	14-Jan-08	1,748	1,748	00039599	00000000576	N-E	CA	Library	Transfer to Phas
20	Computer	Dell Optiplex Vista	3HBBS1S	1	14-Jan-08	1,748	1,748	00039599	00000000577	N-E	CA	Library	Transfer to Phas
21	Computer	Dell Optiplex	CGB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000400	N-E	CA	Library	Transfer to Phas
22	Computer	Dell Optiplex	1GB7JYS	1	19-Jan-06	1,813	1,813	00039601	00000000401	N-E	CA	Library	Transfer to Phas
23	Computer	Dell Optiplex	8GB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000402	N-E	CA	Hansard Office	Transfer to Phas
24	Computer	Dell Optiplex	CFB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000403	N-E	CA	Store Room	Transfer to Phas
25	Computer	Dell Optiplex	2GB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000404	N-E	CA	Library	Transfer to Phas
26	Computer	Dell Optiplex	FFB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000405	N-E	CA	Store Room	Transfer to Phas
27	Computer	Dell Optiplex	7GB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000406	N-E	CA	Library	Transfer to Phas
28	Computer	Dell Optiplex	GFB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000407	N-E	CA	Library	Transfer to Phas
29	Computer	Dell Optiplex	4GB7J1S	1	19-Jan-06	1,813	1,813	00039601	00000000408	N-E	CA	Library	Transfer to Phas
30	Computer	Dell Optiplex	BG87J1S	1	19-Jan-06	1,813	1,813	00039601	00000000409	N-E	CA	Project Manager	Transfer to Phas
31	Projector	Epson-EMP-S3	GMDG5Y006 2F	1	19-Jan-06	1,432	1,432	00039601	00000000410	N-E	CA	Library	Transfer to Phas
32	Motor Vehicle	Hyundai Musso Sport	622-920-10- 070527	1	27-Jul-06	20,612	20,612	00039601	00000000413	N-E	CA	Parliamen t	Transfer to Phas
33	Multimedia	DYMO LW400 Label writer	N/A	1	Dec-07	507	507	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
34	Multimedia	Digital voice recorder	N/A	1	22-May-06	570	570	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
35	Multimedia	Digital voice recorder	N/A	1	22-May-06	570	570	N/A	N/A	N-E	N-CA	Library	Transfer to Phas

36	Multimedia	Projector Screen	N/A	2	30-May-06	1,432	2,865	39601	586	N-E	CA	Chamber	Transfer to Phas
37	Computer	Dell Optiplex Vista	DGBBS1S	1	14-Jan-08	1,748	1,748	39599	584	N-E	CA	Store Room	Transfer to Phas
38	Computer	Dell Inc. OptiPlex 210	JXHLK1S	1	22-May-06	1,736	1,736	39599	587	N-E	CA	Library	Transfer to Phas
39	Computer	Dell Inc. OptiPlex 211	CXHLK1S	1	22-May-06	1,736	1,736	39599	588	N-E	CA	Server Room	Transfer to Phas
40	Computer	Dell Inc. OptiPlex 212	FXHLK1S	1	22-May-06	1,736	1,736	39599	589	N-E	CA	Speaker	Transfer to Phas
41	Multi-Functional scanner	Canon MP830 Scanner	498C-K10270	1	Nov-07	751	751	39599	585	N-E	N-CA	Library	Transfer to Phas
42	Furniture	Workstation	N/A	2	2007	343	685	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
43	Furniture	Workstation	N/A	8	2006	286	2,284	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
44	Furniture	Workstation	N/A	6	2005	286	1,713	N/A	N/A	N-E	N-CA	MPs Lounge	Transfer to Phas
45	Furniture	BookShelves	N/A	3	2007	418	1,253	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
46	Furniture	Study Table	N/A	2	2006	418	836	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
47	Furniture	Book Case	N/A	15	2007	18	274	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
48	Furniture	Cabinet	N/A	5	2005	63	312	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
49	Furniture	Double-sided Bookshelf	N/A	2	2006	496	992	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
50	Furniture	File Boxes	N/A	250	2006	18	4,565	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
Total non-expendable									123,137				

## 2. Expendable Items

Item no.	Type	Description	Serial #	Qty	Acquisition Date	Acquisition Unit Price (US\$)	Acquisition Total Price (US\$)	Project ID #	ATLAS Asset ID no.(000000000000)	E/N-E *	CA/N-CA **	Physical Location	Recommendati
----------	------	-------------	----------	-----	------------------	-------------------------------	--------------------------------	--------------	----------------------------------	---------	------------	-------------------	--------------

1	IT Equipment	SanDisk Flash Drive	FLA01	1	Aug-07	25	25	N/A	N/A	E	N-CA	Library	Transfer to Phas
2	IT Equipment	SanDisk Flash Drive	FLA02	1	Aug-07	25	25	N/A	N/A	E	N-CA	Library	Transfer to Phas
3	IT Equipment	SanDisk Flash Drive	FLA03	1	Aug-07	25	25	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
4	IT Equipment	SanDisk Flash Drive	FLA04	1	Aug-07	25	25	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
5	IT Equipment	SanDisk Flash Drive	FLA05	1	Aug-07	25	25	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
6	IT Equipment	Toshiba Flash Drive	FLA06	1	Jan-08	39	39	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
7	IT Equipment	Toshiba Flash Drive	FLA07	1	Jan-08	39	39	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
8	IT Equipment	Toshiba Flash Drive	FLA08	1	Jan-08	39	39	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
9	IT Equipment	Toshiba Flash Drive	FLA09	1	Jan-08	26	26	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
10	IT Equipment	Toshiba Flash Drive	FLA10	1	Jan-08	26	26	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
11	IT Equipment	Multi-Media Keyboard	N/A	5	2007	38	190	N/A	N/A	N-E	N-CA	Store Room	Transfer to Phas
12	IT Equipment	Optical Mouse	N/A	5	6/28/1905	24	122	N/A	N/A	N-E	N-CA	Store Room	Transfer to Phas
13	Stationary	Calculator	N/A	4	2007	11	44	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
14	Stationary	Label maker DYMO	N/A	1	Dec-07	100	100	N/A	N/A	N-E	N-CA	Library	Transfer to Phas
15	Multimedia	Speakers	N/A	2	07-Mar-08	65	129	N/A	N/A	N-E	N-CA	Conferenc e Room 2	Transfer to Phas
		Total non-expendable					878						

1/ E = Expendable item; N-E = Non-expendable item.

2/ CA = Capital asset; N-CA = non-capital asset. Capital asset is an item with a minimum life expectancy of 3 or more years and with a value of USD 1,000 or more.