

Parliamentary Development



PRACTICE NOTE

April 2003

CONTENTS

Abbreviations and acronyms

Introduction

- 1. Background**
- 2. What do parliamentary institutions do?**
- 3. What is parliamentary development?**
- 4. UNDP role and niche in supporting parliaments.**
- 5. Recent trends and lessons learned**
- 6. Practical guidance for UNDP governance practitioners**
- 7. Links to resources**

Annex. List of countries with ongoing UNDP sponsored parliamentary development programmes according to the UNDP Results Oriented Annual Report (ROAR), 2001

ABBREVIATIONS AND ACRONYMS

ABA	American Bar Association
AWEPA	Association of European Parliamentarians for Africa
BDP	Bureau for Development Policy
CIS	Commonwealth of Independent States
CLD	Center for Legislative Development
CPA	Commonwealth Parliamentary Association
DESA	Department of Economic and Social Affairs
DEX	Direct execution
DGPN	Democratic Governance Practice Network
DGTF	Democratic Governance Thematic Trust Fund
ICT	information and communication technologies
IDEA	Institute for Democracy and Electoral Assistance
ILRC	International Legal Resource Center
IPU	Inter-Parliamentary Union
IRI	International Republican Institute
NDI	National Democratic Institute for International Affairs
NEX	National execution
NGO	Non-governmental organization
PGA	Parliamentarians for Global Action
ROAR	Results-Oriented Annual Report
SURFs	Sub regional Resource Facilities
TOR	Terms of Reference
UNDP	United Nations Development Programme
WFD	Westminster Foundation for Democracy

INTRODUCTION

Parliamentary development comprises activities that aim to enhance the representative, legislative or oversight capacity of representative institutions in the governance process.¹ Support for parliaments is a relatively new, but rapidly growing, area of support provided by the United Nations Development Programme (UNDP) to Member States. Capacitated parliamentary institutions are critical to the establishment and consolidation of democracy since they empower ordinary people to participate in the policies that shape their lives. 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. Consequently, parliamentary development is an integral component of UNDP services in democratic governance.

The present note establishes a policy framework for the services that UNDP provides in parliamentary development. Chapters one through four briefly describe what parliamentary development is, what parliamentary institutions do, and the niche of UNDP as a partner in parliamentary development. Chapters five through seven are devoted to practical advice and guidance for UNDP governance practitioners. Specifically, chapter five focuses on key trends and lessons learned from parliamentary development experiences while chapter six provides practical guidance for working with parliaments, including how to assess a request for parliamentary support and how to select an execution strategy. Chapter seven contains information on important links to resources, including technical documentation and partner organizations. Finally, a list of country offices with ongoing parliamentary development programmes, based on information from the results-oriented annual report (ROAR) for 2001, is provided in the annex.

Prepared by the Institutional Development Group, Bureau for Development Policy (BDP) of UNDP, this practice note draws on UNDP experiences and the expertise available throughout its network of 132 country offices. It will be updated every two years to incorporate new learning and policy advice. Contributions to enhancing the information provided in this note should be made directly to Ms. Gita Welch, Group Leader, Institutional Development Group, at gita.welch@undp.org.

¹ This includes national parliaments, national assemblies, senates, other elected legislative chambers, provincial and state assemblies, transitional national councils, and constituent assemblies.

1. Background

As the *UNDP Human Development Report 2002* states, "The last two decades of the 20th century saw a historic shift in the global spread of democracy. Some 81 countries – 29 in sub-Saharan Africa, 23 in Europe, 14 in Latin America, 10 in Asia and 5 in the Arab States – took steps towards democratization."² Today, over two thirds of the world's population are engaged in building democratic societies, many of which have achieved impressive results.

However, as the Human Development Report also points out, the results of this democratic transition are mixed. Many countries that once embraced democracy are suffering reversals, while there is also the disturbing spread of illiberal democracies – where elected governments act as their predecessor authoritarian regimes did, depriving citizens of human rights and ignoring constitutional limits on power³. In many countries where democracy is more firmly rooted, the social and economic results have also been disappointing. UNDP recognizes that the links between democracy and human development are anything but automatic. In every country, from newly emerging to established democracies, democratic development is a work in progress. However, strengthened democratic institutions and the promotion of democratic politics are recognized as the best way to overcome democratic deficits and to forge the link between democracy and human development.

Over the past decade, as the proportion of democratically elected governments has risen, the number of requests for international assistance to strengthen democratic governance has also increased. UNDP programmes in democratic governance now account for over 55 per cent of the overall portfolio of the organization. UNDP defines governance as "the exercise of political, economic and administrative authority in the management of a country's affairs at all levels ... [comprising] the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, mediate their differences and exercise their legal rights and obligations."⁴ Democratic governance is, *inter alia*, "participatory, transparent and accountable. It is effective, equitable, and promotes the rule of law."⁵

Programmes that seek to strengthen democratic governance include assistance to governing institutions, such as parliaments, judiciaries and electoral bodies. In democratic countries, parliaments are the key political forums through which people's concerns are voiced and interests are mediated. Over the past 10 years, the role of UNDP in parliamentary development has been enhanced. While only six projects "directly supported the strengthening of parliament" in the period 1994-1995, in 2001, according to the ROAR, UNDP was supporting parliaments in 40 countries. Trends show an even greater increase in parliamentary development programming for 2002.

² UNDP, *Human Development Report 2002*, p. 63.

³ *Ibid*

⁴ UNDP, *Governance for Sustainable Human Development* (January 1997), p. iv.

⁵ *Ibid*

2. What do parliamentary institutions do?

The role of the parliament is to enact laws, represent and mediate differing constituency interests, debate and establish political priorities and resource allocations that directly affect people's lives, and oversee the executive branch. Parliamentary institutions provide a counterbalance to the executive branch and give the electorate a voice in public policy. In fact, parliament is the principal forum for debate on public policy and a place for compromise and consensus-building. Parliaments have a direct impact on the policies that support and promote improved livelihoods for the poor. Strong parliamentary institutions help to ensure democracy, the rule of law and human rights.

Mainstreaming parliamentary development and improving the quality of legislative deliberation

Increasingly, sectoral programmes need to pay attention to the role of the parliament in national governance processes. These programmes, which seek to improve government action on HIV/AIDS, for example, or involve civil society in setting poverty-reduction strategy targets, also need to involve the parliament as an integral component. Ignoring the parliament's role in these processes contributes to the democratic deficit in emerging democracies, reinforcing public perceptions that the parliament is of limited relevance. Sectoral programmes on health, for example, should actively engage the health committee of parliament as a means of enhancing or enacting a national HIV/AIDS policy. One by-product of mainstreaming sectoral assistance will be an empowered parliament, more capable of reviewing important legislation and holding the executive accountable to the people on critical policy issues.

3. What is parliamentary development?

Parliamentary development comprises activities that aim to strengthen the role of the parliament in governance. The primary goal of this assistance is to enhance the representative, legislative or oversight capacity of the parliament. Activities undertaken to reach this goal can be of long or short duration and can have various entry points, as described the table on the following page.

Parliamentary development and electoral assistance

Parliamentary development efforts must take into account the interdependence of parliaments and electoral processes since parliaments derive their legitimacy from the credibility and integrity of the electoral processes that shape and define them. The electoral system defines the nature of the legislative system, how representative it is, the role of political parties, etc. Strong parliaments require transparent, fair and inclusive electoral practices. Thus, parliamentary development cannot be considered in isolation from electoral support.

Principal entry points for UNDP parliamentary development programmes

Type	Description
Constitutional reform and support for institutional frameworks	Technical assistance to representative institutions in drafting, amending or creating laws that establish and affect a country's constitution and the powers of the parliament. This includes support in drafting organic laws or revising rules of procedure. In many countries, this is the first area in which UNDP supports a parliament, often resulting in a larger parliamentary development programme. In East Timor, for example, UNDP supported the operation of the constituent assembly process, while also advising the Assembly on alternative constitutional models. A programme to support longer-term parliamentary capacity development has subsequently begun.
Capacity-building for members and staff	Training of members and/or staff in issues relating to their functions, roles and responsibilities as well as development of professional skills. In Gabon, for example, UNDP has supported the training of transcribers for the transcription services that serve both houses. In Kenya, it provided training in the budget process to representatives and staff.
Institutional development	Strengthening the internal organization of a parliament through modernization of entities, systems and processes. This may involve developing law-making processes, improving parliamentary libraries or professionalizing the legislative civil service. These types of programmes may include an investment in infrastructure, including information and communication technologies (ICT). In Peru, UNDP helped to create a database for Congress and linked all congressional offices through an electronic mail system and intranet. These changes allow Congress to track draft laws better; they have also improved its research capacity.
Gender initiatives	Activities whose main goal is to affect the gender balance in political leadership and/or impact the role of parliament in developing, reviewing and/or passing gender-sensitive legislation. This is the key focus of many UNDP initiatives, given the low percentage of women's political participation. In Malawi, for example, UNDP provided training for women members of parliament in lobbying, public speaking and networking.
Working with civil society and the media	Activities that focus on actors outside of the parliament (i.e., civil-society organizations and the media) who may directly interact with and impact the parliament and the parliamentary process. A parliament's capacity for fulfilling its representative role is ultimately dependent upon the ability of those being represented to be able to advocate their views and needs effectively. UNDP is enhancing its work with actors outside the parliamentary institutions and facilitating interaction between these institutions and civil society. In Indonesia, for example, UNDP supported the establishment of the Media Centre within the National Assembly and assisted journalists and politicians to establish a code of conduct for interaction.
Strengthening of political parties	Activities conducted directly with party members and leaders that focus on strengthening parties' internal structures and processes, integrating multi-territorial views, enhancing the role of back-benchers, etc., to improve their transparency and efficiency in the parliament. One beneficial aspect of working with legislative caucuses is the promotion of cross-party women's caucuses in the parliament, where opportunities for consensus on gender and other issues can be promoted. In countries such as Mozambique, UNDP has provided support to strengthen political parties so that they play an effective role within the parliament.
Policy development	Assistance to parliaments in shaping priorities and legislation. This is important in ensuring that the quality of democracy results in human development outcomes. In Mongolia, for example, UNDP assisted in the preparation of anti-corruption legislation, and a new labour law was prepared with the participation of trade unions. In Malawi, Niger and Nigeria, UNDP is working with their respective parliaments to enhance parliamentary involvement in the poverty reduction strategy process.
Civic education	Activities whose key aim is to enhance public awareness of the role of the parliament and the rights and duties of citizens in a democracy. Includes but surpasses voter education, e.g., legislative outreach, the integration of civic education into the public school curriculum, and dissemination of information on how citizens can liaise with parliamentary representatives and/or report grievances. In Lesotho, UNDP support to the 2002 elections included intensive civic and voter education, which facilitated public acceptance of election results.

4. UNDP role and niche in supporting parliaments

The role of UNDP in assisting parliaments derives from its network of 132 country offices, its leadership through the United Nations resident coordinator system, its focus on long-term human development and the trust it enjoys among United Nations Member States.

There is broad recognition that long-term democratic development must extend beyond the event of an election and that a capable, vibrant parliament is essential to this development process. The role of UNDP in supporting parliaments derives from the central role played by the United Nations in nation-building, conflict resolution and democratic development. Most notably, the provision of electoral assistance by the United Nations in post-crisis situations (e.g., in Cambodia, Indonesia and Mozambique) has resulted in a surge in requests for UNDP to provide longer-term support and to help to coordinate international support for parliamentary institutions. Following its success in coordinating United Nations-supported elections, UNDP has often been regarded by the international community and national parliaments as a trusted partner capable of coordinating donor support to emerging elected institutions. In difficult circumstances, the UNDP Resident Representative, in his/her capacity as United Nations Resident Coordinator, is often the only partner with the convening power to bring diverse political actors to the table.

In countries under United Nations transitional administration, UNDP is playing an important role in supporting the creation of governing institutions, including parliamentary bodies, to take over from the transitional authorities. In East Timor, for example, it has assisted the efforts of the Constituent Assembly while providing support for the establishment of a more permanent parliamentary institution. This is consistent with the UNDP mandate as a long-term development partner within the United Nations family.

Parliamentary institutions are also a venue for conflict resolution and mediation. It is therefore incumbent upon UNDP to support parliaments as key vehicles for national reconciliation and conflict prevention. In many countries, UNDP support for electoral reform, constitutional reform and capacity-strengthening is an effort to do just that. In the Republic of the Congo, for example, UNDP support is facilitating the emergence of an elected parliament where national dialogue can replace violent means of resolving social conflict. In countries undergoing democratic transition, UNDP is often the only organization with an uninterrupted long-term presence and the trust of all political partners. This offers it a unique advantage in acting as a conduit for international assistance to the parliament.

5. Recent trends and lessons learned

An assessment of UNDP experience in parliamentary development reveals the following trends and lessons learned.

- **UNDP parliamentary development has been concentrated in a few regions.** According to the ROAR for 2001, approximately three quarters of the parliamentary development projects of UNDP are in Africa and Asia. However, trends suggest that country offices in two regions – the Arab States and Europe and the Commonwealth of Independent States (CIS) – are increasingly looking at ways in which to support parliaments.
- **UNDP is particularly active in providing technical assistance to influence the institutional set-up of parliaments, e.g., through support for constitutional reform or the drafting of rules of procedure.** Member States seeking to design or revise the laws that define their institutional relationships seek UNDP support because of its neutrality and unbiased approach to providing advisory services. In East Timor, for example, where UNDP recently assisted the Constituent Assembly, advice was provided on alternative constitutional frameworks, drawing on expertise from Canada, Cape Verde, the Philippines and South Africa. UNDP also assisted the Secretariat of the Constituent Assembly to ensure that the conduct of the Assembly processes was fair and timely. In countries in difficult circumstances, UNDP is also often the only external partner with the convening power required to bring diverse political groups to the table. This proved to be the case in Indonesia in the late 1990s, for example.

Technical assistance in parliamentary institutional design has been found to be a critically important area of governance support since it can be used to encourage diverse political representation within the committee structure of the parliament, create more predictable and transparent opportunities for public inputs into legislative processes, and enhance the independence of different governing institutions.

- **Many requests for support have focused on infrastructure, equipment and information technology.** Requests for this type of support typically come from parliaments in countries emerging from a post-conflict situation or where a dominant executive has ignored the budgetary needs of the parliament for many years. Many parliamentary development programmes supported by the international community, including UNDP, have focused on providing infrastructure and equipment to parliaments, which the latter greatly needed at that stage. Nonetheless, efforts are being made to move beyond support for hardware, especially in countries where the basic infrastructural needs of the parliament have already been met. For this reason, it is critical that needs assessments focus more on process-oriented analysis than on input analysis. This is discussed in chapter 6.
- **Lawmaking has been a central focus of capacity-building activities.** Over the past decade, many UNDP parliamentary development programmes have focused on developing the capacity of the institution to operate more efficiently and effectively in carrying out its lawmaking function. Programmes have included activities such as training legislators and staff in law drafting, revising rules of procedure and providing advice on organization and structure. Fewer programmes have addressed the functions of oversight and representation, including constituency relations, budget negotiations and accountability of government ministries. Future programmes need to be more balanced in their approach.

- **Interest in and need for oversight programmes is growing.** Increasingly, parliaments are requesting assistance in strengthening their oversight role. Requests from parliaments for training in the budget process or to strengthen their independent research capabilities or the committee process are on the rise. This is especially true for countries in Africa. Likewise, many countries in transition from the former Soviet model of governance, which spent much of the 1990s focusing their legislative efforts on market reforms, are now requesting assistance to strengthen the oversight responsibilities of the parliament. This includes support to budgetary oversight (e.g., Kazakhstan) and to the passage of anti-corruption legislation (e.g., Mongolia).
- **There is a greater need for assistance with respect to the role of parliaments in representation.** Far fewer requests are received for assistance to strengthen the representative role of parliaments. While some comprehensive development programmes do aim to strengthen parliamentary outreach or constituency relations, fewer activities and resources are devoted to these goals during programme implementation. Almost none of the UNDP's parliamentary development programmes are devoted exclusively to this aspect of parliamentary assistance and few of those programmes focus on strengthening political-party capacities in the parliament. Recognizing that the representation role of the parliament underpins all other parliamentary operations, UNDP is strengthening its capacity to provide advice on this aspect of parliamentary development. For example, UNDP commissioned the recent *Draft Guidebook on Strengthening the Representative Function of Legislatures* (see chapter 7 for details) and is renewing its attention to political parties as critical actors in the democratic process.
- **Support for voter education is being transformed into support for civic education.** UNDP support for voter education as a component of electoral assistance is increasingly being transformed into longer-term support for civic education. This is an encouraging development since creating awareness among the public of its role and responsibilities and the means of interacting with elected representatives (during and between elections) will enhance the legitimacy and functioning of the parliament and create the essence of a functioning democracy.
- **Issue-based (as opposed to institutional) approaches to strengthening a parliament are emerging as a significant means by which to expose democratic values while building the capacity of the parliament.** Such approaches focus on a particular issue, such as the development of a poverty strategy, and involve working with key governance actors, including – but not limited to – the parliament, to resolve the particular issue. This entails, for example, working with a multipartisan parliamentary poverty committee or with sectoral committees on health, budget and education. Capacity-building activities such as workshops or study tours also focus on an issue rather than an institution, drawing on expertise from all sectors – government, civil society and the parliament. While working on solving a particular issue, important relationships between government, civil society and the parliament are forged. In Niger, for example, a public outreach campaign that focused on the Government's proposed decentralization laws resulted in enhancing parliamentary-executive and constituency relations while the decentralization laws were improved by incorporating constituents' concerns. In politically volatile environments or in situations where executive-legislative relations are tense, issue-based approaches are proving to be useful and indirect strategies for bringing diverse political actors together to facilitate relationship-building and, ultimately, capacity development.

- **Evaluative information on the impact of international efforts at parliamentary development is lacking.** Programme evaluation is particularly challenging in the field of parliamentary development. UNDP and other donors are trying to address this concern by developing specific indicators for this field and by undertaking broad reviews of past parliamentary development efforts. Establishing project indicators and monitoring systems from the start of programme formulation is the best way to ensure the accurate measurement of the results of parliamentary development programmes. It is also consistent with the new operational emphasis that UNDP is placing on results-based management. (See the recently published paper by UNDP, "Indicators for legislative development", which is available from the intranet Parliamentary Support Network, accessible via the Knowledge Connection web site (<http://cfapp1.undp.org/main/surf>)).
- **Technical-cooperation strategies aimed at improving committee processes are an important mechanism for moving parliamentary control out of strict party structures and into more multiparty settings.** In many former authoritarian systems, parliaments were not viewed as arenas for deliberation and substantive policy negotiations because of the absence of competitive elections and the strict control exercised by ruling parties over their members. Remnants of this stigma remain in many transitional parliaments despite relatively competitive elections and the emergence of fledgling political parties that manage to win parliamentary seats. Technical cooperation strategies aimed at improving committee processes are proving to be an important mechanism for moving parliamentary control out of strict party structures and into more multiparty settings. The experience that UNDP has had with legislative assistance suggests that committee functions provide opportunities to improve capacity for law-making, oversight, and representation in any setting.

Other lessons learned

UNDP has commissioned a number of studies on lessons learned in the area of parliamentary development. These are referred to in chapter 7. The document entitled *UNDP Lessons Learned in Parliamentary Strengthening* brings together the key lessons emerging from the studies undertaken as of August 2002. It can be found on the Knowledge Connection web site at (<http://cfapp1.undp.org/main/surf>).

6. Practical guidance for UNDP governance practitioners

The following are practical tips for governance practitioners responsible for designing, implementing or evaluating parliamentary development programmes. This section is divided into three subsections for ease of reference. The first covers diagnostic issues such as how to assess an initial parliamentary request for development assistance and how to conduct a comprehensive needs assessment. The second focuses on programme design and formulation issues that commonly arise. The third section addresses implementation and management arrangements such as how to select an executing agency and how to work with donors and other partners.

Diagnostic tools

The following are issues to consider when assessing requests for parliamentary support or conducting comprehensive needs assessments.

- **Questions to consider when assessing an initial request from the parliament for support.** All countries are at different stages of democratic development. Some are well recognized for being on a path to democracy – for example, countries whose elections were supported and certified by the international community. Others are in a pre-transition stage, trying to make a peaceful transition from dictatorship or conflict to democracy. In the latter example, it is often difficult to judge whether a request for support to the parliament or transitional assembly will result in strengthening a weakened parliament or whether it will help the executive to cloak its control over a rubber-stamp parliament and indirectly support undemocratic practices. The following are some questions to consider when assessing a request for parliamentary support.
 - What type of parliament exists? Does the country have any history of a democratic parliament? Does the parliament simply serve as a rubber stamp for the executive?
 - How much independence does the parliament have? What is the legal and political balance of power between the parliament and the executive? What is the size of the parliament's budget and what is the procedure by which it is approved?
 - Can UNDP work directly with the parliament or will it have to work through the government (i.e., executive branch) and receive executive clearance for activities?
 - What is the stability of the parliamentary staff? Is the staff seconded from line ministries, appointed by the political parties or independently recruited?
 - Is there political will on the part of the various actors with whom you will be working? Do the elected officials and legislative staff actually want reform? If so, have any steps been taken towards reform?
 - How are resources allocated within the parliament? Is there a fair balance in the human and financial resources allocated to each of the political parties or factions?
 - Are there free media and a vibrant or growing organized civil society?
 - What is the perception among civil society and the media of the executive's willingness to reform?

- Are other agencies or donors supporting the parliament? What is the general perception among the international community of the nation's democratic reforms?
- If corruption is a problem in the country, has the parliament demonstrated a willingness to promote disclosure legislation and/or codes of conduct?

Following an initial assessment, country offices need to exercise their discretion in determining whether support for the parliament will succeed in achieving democratic outcomes. UNDP retains the right to decline requests for its support.

- **Undertaking a comprehensive parliamentary needs assessment.** Comprehensive parliamentary needs assessments are generally undertaken once a country office has decided that it is generally interested in supporting a request for parliamentary development support. Such assessments require considerable time and resource commitments by both UNDP and the parliament. Thus, they generally raise parliament's expectations of follow-up support. Consequently, it is recommended that they not be used as an initial diagnostic tool to assess country-level interest in pursuing such requests unless there is a reasonably high degree of certainty that an environment conducive to follow-up support exists. However, in some cases, depending on the outcome of the assessment, country offices may decide that they do not want to proceed with follow-up support.

Comprehensive needs assessments should form the basis for determining the design of UNDP parliamentary development support. It is therefore practical to bundle assessment and programming missions, when appropriate. Needs assessments should go beyond the identification of institutional constraints to analyse the political context of parliamentary development and constraints to governance. This includes focusing on the relationships among political actors within the parliament and the political barriers to achieving better governance through parliamentary processes. Issues such as the capacity of the parliament to take independent decisions, the degree of legislative leadership, and the level of organizational competence to ensure greater independence and to promote the parliament as a democratic institution should be considered.

While there are no standard means by which to conduct a parliamentary needs assessment or strict criteria for the kinds of personnel required, independent assessors with parliamentary experience have proven to be versatile and competent in engaging parliamentary leadership. To strengthen a needs-assessment process, local interlocutors with a strong knowledge of the political context within parliament may be useful. Finally, participatory assessment strategies, which engage parliamentary leadership and all political actors in identifying and defining problems, will prove to be the most valuable in laying the groundwork for UNDP interventions to succeed in achieving democratic outcomes.

More information on conducting needs assessments is provided in a technical note entitled *How to Conduct A Legislative Needs Assessment* (October 1999), available on the UNDP web site at http://www.undp.org/governance/publications_full.htm#demgov. This technical note includes sample terms of reference (TOR) for undertaking needs assessments, including suggestions for the composition of the assessment team.

Programme scope and design issues

The following section provides a response to some of the most common requests for policy guidance on the scope, timing and coverage of parliamentary development initiatives.

- **Does UNDP support sub-national and regional representative institutions?** Representative institutions are recent recipients of international technical assistance. To date, most international development assistance has been provided to national representative institutions. However, with decentralization becoming an increasingly large component of national governance strategies, the role of provincial and other local representative bodies is receiving more attention. Although the experience of UNDP in supporting subnational elected institutions is limited, such support is consistent with the organization's overall effort to support good governance and democratization.

Likewise, in several regions, such as southern Africa, regional integration is becoming a powerful motivating force for democratic development. Support for and partnering with regional institutions such as regional parliamentary associations and/or training institutes are growing and need to be encouraged. Although many regional or subregional parliamentary associations have limited capacity, they provide unique forums through which sensitive reforms can be initiated outside of the boundaries of national politics. As associations of peers, they are effective at encouraging member parliaments to buy into reforms.

- **Working with political parties.** Political parties exist as important aggregates of competing interests within the parliament and often provide the basis for leadership development. Parliamentary caucuses or groups that are well organized and efficient contribute to a more efficient parliament. Cordial working relationships between the ruling party and opposition groups, combined with established mechanisms for addressing contentious issues, create a more productive working relationship. Thus, building more democratic and functional parties is an important aspect of parliamentary development.

Party caucuses require technical assistance in a range of areas, including party discipline and internal decision-making, inter- and intra-party relations and coalition-building. However, UNDP, like other development agencies, has traditionally shied away from working with political parties in the parliament, focusing primarily on the internal administrative capacity of parliament or the capabilities of individual parliamentarians. Nevertheless, UNDP can support political parties, but to maintain its neutrality, it must do so in a balanced, non-partisan manner.

At the onset of a parliamentary development programme, all political parties need to agree upon formulas for their inclusion in the programme. For example, party representation could extend to:

- project steering committees;
- project training, study tours and other activities;
- project assessment and evaluation missions; and
- direct activities for building party caucus capacity.

Suggested formulas for the inclusion of political parties in the above could include:

- participation based on the number of representatives per party;
- participation by a formula agreed upon by all parties in the parliament; or
- allocation of project funds consistent with the proportional representation of each party in the parliament (although this may be impractical if there is a predominant party).

These are all elements that should be agreed upon during the design phase of a parliamentary programme.

- **Where there is a bicameral parliament, should UNDP work with one or both houses?** Whether UNDP supports one or both houses of a parliament depends on the type of assistance, the source of the request (one or both houses), and the distribution of power between the two houses. Whether the assistance is comprehensive or targeted, country offices are encouraged to use a request from one house as an entrée to discuss parliamentary development with both houses.

Two factors point to the potential importance of involving both houses in a given parliamentary development effort. First, many parliaments share – or could benefit from sharing – resources between houses. Thus, a training programme aimed at transcribers in the lower house could benefit transcribers in the upper house as well. Likewise, a programme that strengthens the documentation unit for one house could also benefit the other. Second, by providing assistance to only one house, assistance providers may be impacting the balance of power between two houses that were constitutionally designed to be of equal importance.

- **Civil society and the media: important components of parliamentary development.** Both individuals and civil-society organizations are increasingly engaging in the political process. Whereas the relationship between civil society and the parliament had been adversarial in some countries, civil-society organizations are now finding ways to work more constructively with the parliament. Working with civil-society organizations provides an ideal entry point for support in societies where the parliament is not open to direct assistance.

Similarly, the media provides another avenue for UNDP to contribute to democratic and parliamentary development, especially in situations where it is politically difficult to work on other aspects of parliamentary development. Training members in public presentation skills, broadcasting sessions and committee hearings, or training journalists who cover the parliament are examples of activities that can make a significant contribution to enhancing the transparency of the parliamentary process and improving public access to the parliament. Generally, parliamentarians welcome these types of activities.

- **A holistic approach to parliamentary development.** Parliamentary development cannot be viewed in isolation from other thematic support for democratic governance and may entail strengthening other national institutions and democratic governance processes. Efforts to improve parliamentary oversight, for example, need to consider the creation or strengthening of independent audit institutions or ombudsman offices. Likewise, programmes targeting anti-corruption efforts or working on human rights need to consider and address parliamentary development needs if they are to be effective. In Ukraine, for example, UNDP recently launched an integrated governance programme whereby assistance to the ombudsman and audit institutions is coordinated through a programme of support to the parliament.

Furthermore, parliamentary development needs to become an increasingly integrated component of UNDP packages of conflict-reconciliation and post-conflict support. Security-sector reform programmes, for example, need to review the mechanisms and capacity for parliamentary oversight that are so vital in the transition towards a civilian security force. Transitional and elected parliaments are also, by definition, forums where national dialogue processes should be undertaken. National dialogue process that bypass elected institutions contribute to the democratic deficit facing new democracies.

Finally, parliamentary capacity needs to be given greater consideration in designing electoral support. There are two reasons for this: the electoral process will shape the parliament, and a stronger parliament is necessary to sustain the democratic gains from free and fair elections. Increasingly, efforts should be expanded to explore bundling efforts to mobilize resources for electoral support with programmes to strengthen emerging parliaments.

- **Long-term capacity development versus targeted programming.** While it may seem obvious that UNDP should design its parliamentary development support to be as comprehensive and long-term as possible, this is not always feasible or necessarily strategic. In many countries, UNDP resources are constrained. Targeted short-term activities such as staff training or the revision of rules of procedure, which may yield visible results, may be more desirable in such situations. In countries where UNDP has no prior parliamentary development experience or where the parliament itself has limited experience working with international donors, targeted programmes can provide the basis for gaining programme experience and establishing relationships between UNDP and parliamentary authorities. Furthermore, the visible results of targeted assistance can serve as the basis for mobilizing cost-sharing resources to support longer-term, more comprehensive assistance programmes.
- **Timing of parliamentary projects.** Timing can be a critical factor in the implementation of a successful parliamentary development effort. Many programmes are initiated following the inauguration of a new parliament. In emerging democracies or in post-conflict situations, a programme can benefit from a nation's post-electoral enthusiasm for democratic development. Conversely, programmes with a development stage that lasts too long risk suffering from changes in a parliament.

Timing is especially important for projects that involve training of parliamentarians. Training for recently elected parliamentarians should be provided within the first year of their term of office for this training to have an impact during their tenure. This is especially true when parliamentarians have no previous experience and there is no institutional memory of rules and procedures.

All parliaments will experience a flat period of activity when they are not in session and/or when members are visiting their constituencies, participating in election campaigns or supporting party members in regional elections. It would be difficult to conduct member training or arrive at important decisions during this time. However, a flat period does present an opportunity to work with the parliamentary administration, which will have time to devote to training, administrative reorganization and other activities that are difficult to undertake while the parliament is in session. This seasonal demand cycle should be built into the design of any parliamentary development project, especially one that targets staff and member training.

Implementation and management arrangements

The following are some of the most common implementation and management issues on which advice is sought. Appropriate and effective implementation and management arrangements are critical to the success of parliamentary development efforts.

- **Role of UNDP country offices in parliamentary development programmes.** A parliament is a forum where diverse political actors can come together to exchange views in a peaceful manner. The work of parliament takes place in an atmosphere of positive tension – between ruling and opposition parties, between the legislative and the executive. Therefore, parliamentary development is, by definition, political in nature. This means that parliamentary development programmes need to be carefully developed and managed by UNDP country offices. Irrespective of how technical a parliamentary development programme may be, positive programme outcomes will strengthen the parliament vis-à-vis the executive. In order for UNDP to champion its democratic governance goals, it must be skilled at operating in a politically charged environment, persuasive in the face of resistance and strategic in its operating style. Some critical lessons have been learned over the past decade of UNDP support to parliament, including the following:
 - Parliamentary development programmes require the strongest commitment by senior management within UNDP country offices. Although programme officers may be charged with day-to-day management responsibilities, successful parliamentary development programmes entail the routine and informed involvement of UNDP Resident Representatives. When project steering committees, for example, are comprised of the most senior parliamentary leadership, it is important for UNDP to demonstrate an equivalent commitment.
 - While non-technical project managers are adept at implementing parliamentary development programme activities, long-term technical advisory support is critical to ensure that the political ramifications of parliamentary development can be properly addressed during project implementation. UNDP experiences suggest that if technical cooperation is to tackle the more contentious, politically sensitive aspects of parliamentary development, project interlocutors need to have a measure of credibility with various political groups and the ability to facilitate collaboration among stakeholders. Ad hoc technical advisory support cannot provide the continuity necessary to guide technical assistance strategies within politically complex and dynamic environments.
 - Country offices are also encouraged to rely on the organization's own in-house network of policy advisers and subregional resource facilities (SURFs) to provide an additional level of technical support.
- **Implementation arrangements, counterparts and partners within parliament.** Broad-based political support is necessary for success in designing and implementing parliamentary development programmes. Political leadership will likely change (owing to elections, parliamentary votes of no confidence, etc.) at some point during the implementation of a parliamentary development programme. Such changes in political leadership can cause a shift in objectives and priorities or affect the level of commitment to the programme. Relationships should therefore be developed with a range of members of parliament and staff leaders. This also ensures greater ownership of programme outcomes over the long term.

One way to help to ensure continuity and stability of leadership is by helping to establish – or by working with an existing – multipartisan modernization or reform committee to steer or manage the programme. Such a committee will foster greater ownership of the programme and institutionalize project outcomes since it serves as a forum where multiparty representation can engage in discussions on parliamentary development. Parliament-initiated reform processes have emerged over the years in a number of countries, including Bolivia, Mozambique and Uganda. Multipartisan committees also provide donors with one point of contact, making it easier to determine priorities and coordinate efforts. For continuity, practice also suggests that the Chief Clerk or Secretary General of the parliament should be a member of this committee and provide a secretariat function.

On a routine day-to-day basis, programme officers may establish a process of working through the office of either the Chief Clerk or Speaker. However, this approach works best once it has been established that this person is ultimately responsible to the multipartisan reform committee.

To maintain balance in the programme and benefit all of the actors involved, working through executive ministries is generally not recommended, even though these may be traditional partners of UNDP.

- **Selecting an executing agency.** The selection of a programme execution modality depends largely on capacity issues and the size and entry point of the parliamentary programme. As with all other UNDP projects, the four options available are national execution (NEX), agency execution, direct execution (DEX) (i.e., by UNDP), or execution by a non-governmental organization (NGO). Some of the issues to consider with respect to each option when selecting an execution modality for a parliamentary development programme are presented in the boxes on the following pages:

Direct execution (DEX)

- UNDP currently has little experience directly executing parliamentary development programmes. Nevertheless, as DEX becomes more prevalent, it is likely that countries will increasingly consider this execution modality. Offering many of the advantages of agency execution, DEX is also attractive because it vests executing responsibilities in actors fluent in political dynamics, so critical to parliamentary programming. It may also be the best way to manage comprehensive parliamentary programmes that work with actors such as civil society and the political leadership, who otherwise have little experience working together.
- However, even where country offices have the management capacity for DEX, consideration needs to be given to the political nature of parliamentary programmes before selecting this execution modality. Country offices need to consider how DEX in the context of a parliamentary development programme may affect UNDP relations with the executive and/or the neutrality of the United Nations as perceived by other development actors and donors. This is especially true when executing programmes that promote reform or seek to enhance parliamentary oversight. Where DEX is selected, national and international development partners (including the parliament and the executive) should be fully briefed on the modality, the respective responsibilities of all parties, and the fact that, ultimately, decision-making still rests with parliamentary authorities.

Agency execution

- Agency execution has the same benefits and disadvantages with respect to parliamentary development programmes as it does with other programmes. One benefit is that it brings a neutral, external actor to the decision-making table. This can be particularly useful in moving reform projects forward. However, this benefit is often offset by the lack of proximity of the executing agency to the programme country.
- One benefit of agency execution is that it brings a neutral, external actor to the decision-making table. This can be particularly useful in moving reform projects forward. However, this benefit is often offset by the lack of proximity of the executing agency to the programme country.
- One weakness specific to parliamentary programming is the lack of a specialized technical agency for parliamentary development. Over the past several years, both UNOPS and the United Nations Department of Economic and Social Affairs (DESA) have been developing their capacity to fill this void by building up their rosters and networks to acquire the requisite technical capacity.

NGO execution

- NGO execution is one way to bring specialized technical capacity to a parliamentary programme without creating management layers. It can be an effective modality for small targeted programmes and specifically for those that work with civil society. It can also be effective for political party programmes, assuming that the NGOs involved are perceived by all parties to be nonpartisan.
- UNDP experience with NGO execution of parliamentary programmes is limited.

National execution (NEX)

- Traditionally, parliaments have not been recipients of international assistance. Thus they are often unfamiliar with project execution and international assistance in general. Likewise, UNDP experience working with parliaments has been relatively limited. Consequently, the capacity of a parliament for NEX needs to be carefully analysed prior to selecting an execution modality. The assessment also needs to bear in mind the fact that many parliaments already face considerable obstacles – resource, capacity, technical and political – in executing their own core workload.
- However, given the special sovereign status of a national parliament in the constitutional context of a country, an executing arrangement that relies heavily on external bodies, even those of the United Nations family, is sometimes an option that is not politically acceptable to national authorities. Thus, NEX is sometimes presented as the only available execution arrangement.
- Within the range of possibilities that NEX presents, national execution by the executive branch should be avoided since it potentially undermines the constitutionally established independence and oversight functions of the parliament. In such instances, national execution by the parliament itself, not an executive ministry, should be considered.
- UNDP experience with national execution of parliamentary programmes suggests that it may be desirable to work through multipartisan committees for strategic decision-making and oversight with respect to projects. At the same time, mechanisms should be introduced that enable day-to-day management matters to move forward outside of the committee structure to avoid delays in implementation. Entities created for project management purposes should have clear lines of authority, responsibility and reporting to the political establishment of the parliament.
- One way to overcome capacity constraints that might be present with NEX is to bring in an external implementing agency, such as the United Nations Office for Project Services (UNOPS), to implement some of the more complex activities within the framework of a nationally executed project. This worked well in Bangladesh, for example. It is also effective in adding an additional layer of transparency in tendering, recruitment and other execution processes to avoid potential political disputes.
- Where NEX is determined to be feasible, there should be comprehensive, targeted training in NEX implementation, involving both UNDP and national staff. Projects with a large aid-coordination/management component should work into the project objectives a capacity-building component for donor coordination. Any cost-sharing contribution by the executive branch to a NEX parliamentary development project should be secured well in advance of programme implementation to ensure that the executive does not use its contribution to influence the parliament.

- **Selecting appropriate external partner organizations.** Parliamentary development is one of the most exciting disciplines of international assistance. Unlike many other technical fields, parliamentary development advisory services come from a range of different sources including interparliamentary organizations, membership-based non-profit organizations, political-party institutes, academia and other parliaments. Each type of partner organization brings its own orientation and value added to parliamentary development. In many instances, it also brings complimentary resources. However, most service providers in the parliamentary sector also have their own mandate. When they partner with UNDP on a UNDP-funded programme, they generally do not view themselves as direct subcontractors. Thus, when UNDP works with them in a sub-contractual relationship, it is important that to understand at the outset that they have their own mandates and perspectives.

Trends emerging from UNDP experiences working with a variety of subcontractors include:

- Parliamentary personnel or parliamentarians have a degree of credibility with developing parliaments and have made excellent technical advisers. These parliamentarians are well networked through inter-parliamentary organizations, NGOs, and political-party institutes or by directly contacting parliaments in the respective country. In many cases, irrespective of how these experts are accessed, they are often willing to work on a non-fee basis, with considerable cost-savings to parliamentary programmes.
- Involving grass-roots NGOs in member countries can be advantageous for the implementation of parliamentary programmes because of their access to civil-society networks. NGOs also have a critical role in supporting the oversight and monitoring of government programmes.
- Inter-parliamentary organizations and membership-based institutions such as the Association of European Parliamentarians for Africa (AWEPA) and/or the Inter-Parliamentary Union (IPU) are a means of rapidly tapping into a large network of parliamentarians and parliamentary staff. These types of organizations can respond rapidly when called upon to access comparative parliamentary experiences. Furthermore, because they are membership-based, partnering with these organizations may bring a level of prestige to recipient parliaments. In East Timor, for example, partnering with the IPU brought the newly emerging parliament onto the international stage through the IPU network of parliaments.
- International NGOs, political-party institutes and academic organizations have some of the soundest technical and managerial expertise required for long-term projects. They also have networks of experts, including parliamentarians, that they can tap for ad hoc services in seminars and other training events. The web sites of these organizations provide information on their strategic orientation.
- Most parliamentary institutions in established and even newly emerging democracies have international relations departments and are eager to partner with UNDP to provide technical support, access expertise, and host internships and study tours. The Czech Republic, for example, has been hosting sub-regional training initiatives for CIS parliamentarians and staff, followed up by technical advice to specific countries. UNDP also has considerable experience working with the Belgian, Dutch and French parliaments in this regard. The French Senate, for example, has been providing long-term technical advice to projects in

Cambodia and Gabon in addition to hosting a number of training events. In some instances, support from northern- (and even southern-) based parliamentary institutions will be provided in kind or additional parallel funding can be mobilized by these institutions to support training activities to complement UNDP parliamentary programmes.

The UNDP handbook entitled *Organizations Providing Legislative Development Assistance* contains a review of organizations with parliamentary development expertise. It can be found on the intranet Knowledge Connection web site at (<http://cfapp1.undp.org/main/surf>). See chapter 7 for details.

- **Working with donors.** Today nearly all bilateral and multilateral agencies provide support for parliamentary development in one way or another. Many bilateral organizations channel their assistance through domestic political development institutions or political-party organizations. However, for the most part, the presence of UNDP in post-conflict settings and difficult circumstances, its convening power and its role as a major coordinator of United Nations-sponsored elections provide tremendous opportunities to mobilize donor funding for parliamentary development. In countries such as Bangladesh, Indonesia and Mozambique, UNDP parliamentary development programmes have galvanized support from wide range of donors.

Although donor cost-sharing is welcome, it needs to be properly managed. Donor expectations of the pace and scope of parliamentary reforms can differ from those of UNDP. This can put UNDP in a difficult situation as the institution partnering directly with parliament. In some situations, diverse expectations can stall parliamentary development efforts. For these reasons, UNDP must carefully manage donor and parliamentary expectations from the outset of programme formulation and resource mobilization. UNDP should be forthcoming with donors about its own limitations or divergent programme expectations. Procedures for donor consultation should be established within the programme framework and frank and open communications should be encouraged between all parties. Donor agencies supporting parliamentary development understand the difficulties in achieving parliamentary development outcomes. In countries where UNDP has been forthcoming with donor partners about programme constraints and it has engaged donors in seeking solutions, donors have remained supportive of UNDP and have made substantive contributions to the resolution of issues.

7. Links to resources

Documents, technical notes and other resources

- **“A Concept Paper on Legislatures and Good Governance”, based on a paper prepared by John K. Johnson and Robert T. Nakamura for UNDP, July 1999**
 Available on the UNDP intranet Knowledge Connection web site:
 (<http://cfapp1.undp.org/main/surf>). Go to “Knowledge Networks”. Click on Parliamentary Support Network”. Go to “Resources” and click on “Background Docs”.
Details the broad conceptual issues concerning the role of parliaments in good governance. Explains what parliaments do, how they do it, ways in which they vary, and how structure and party systems may influence parliamentary behaviour. Also includes information on problems commonly faced by parliaments, organizations involved in the parliamentary sector, examples of legislative development activities, and lessons learned in delivering parliamentary assistance.
- **“UNDP Legislative Assistance Retrospective”, BDP, March 2001**
 Available on the UNDP intranet Knowledge Connection web site:
 (<http://cfapp1.undp.org/main/surf>). Follow access procedure described above.
A desk review of lessons learned by UNDP in supporting 10 national legislatures. Also provides some insight into the evaluative findings of other agencies with legislative development experience.
- **“Indicators for Legislative Development”, BDP, September 2001**
 Available on the UNDP intranet Knowledge Connection web site:
 (<http://cfapp1.undp.org/main/surf>). Follow access procedure described above.
Provides information and practical guidance in monitoring and measuring progress and results of legislative strengthening programmes through the use of performance indicators.
- **“Guidebook on Strengthening the Representative Capacity of Legislatures”, NDI and UNDP, 2001**
 Available on the UNDP intranet Knowledge Connection web site:
 (<http://cfapp1.undp.org/main/surf>). Follow access procedure described above.
A practical guide for those designing parliamentary development programmes. Surveys programme options for strengthening the representative capacity of legislatures, focusing on practical issues associated with implementing programmes. Issues relating to assessment, performance monitoring and evaluation are also discussed. Appendices include an outline of questions to consider in assessing representative capacity and a list of additional resources.
- **“How to Conduct A Legislative Needs Assessment”, BDP, October 1999**
 Available at http://www.undp.org/governance/publications_full.htm - demgov.
 “Legislatures”
Includes: 1. What is a legislative needs assessment, and what should it do for decision-makers? 2. When should UNDP respond to a request for assistance to legislatures? 3. What should the assessment review? 4. Who should comprise the assessment team, and whom should it interview? A sample TOR for fielding an assessment team is included.

- **Legislative Technical Notes, BDP, 2000**

Available at http://www.undp.org/governance/publications_full.htm - demgov. "Legislatures" Short technical notes on the following subjects, to provide governance practitioners with a basic understanding of parliamentary functioning. Each includes a list of resources for further reading and institutions to contact for assistance in this subsector.

- a. *The Legislature and Constituency Relations*
- b. *The Constitution and Its Relationship to the Legislature*
- c. *The Impact of Electoral Design on the Legislature*
- d. *Governing Systems and Executive-Legislative Relations*
- e. *Legislative Committee System*
- f. *Legislative Chambers: Unicameral or Bicameral*
- g. *Lawmaking and the Stages of Legislative Procedure*
- h. *Political Parties in the Legislature*
- i. *Internal Organization of the Legislative Branch*

- **Mid-term Review of Global Programme for Parliamentary Strengthening**

Available on the UNDP intranet Knowledge Connection web site:

(<http://cfapp1.org/main/surf>).

Identifies lessons learned for future programming. Includes in-depth case studies of parliamentary strengthening programmes in Benin, Cambodia, Kazakhstan, Niger, Rwanda and Uganda.

- **"Evaluation of Legislative Programmes in Africa", IPU**

Forthcoming on the UNDP intranet Knowledge Connection web site:

(<http://cfapp1.undp.org/main/surf>)

Examination of past and existing programmes of assistance to national parliaments in Africa with a view to assessing their impact on the enhancement of the functioning of parliaments and their capacity to respond adequately to the new challenges of democratization and good governance.

- **"UNDP Lessons Learned in Parliamentary Development"**

Forthcoming on the UNDP intranet Knowledge Connection web site:

<http://cfapp1.undp.org/main/surf>)

An effort to compile and summarize in one document the lessons learned that are contained in the extensive evaluation, policy and project documentation available in UNDP.

Partners and resources

- **Handbook on “Organizations Providing Legislative Development Assistance”**
Available on the UNDP intranet Knowledge Connection web site: (<http://cfapp1.undp.org/main/surf>). Click on “Parliamentary Support Network” under “Knowledge Networks”. Then go to “Resources” and click on “Reports & Papers”.
A survey of institutions and service providers working in the legislative sector. Provides descriptions of their services as well as contact details.
- Over the past few years, UNDP has signed a number of **Memoranda of Understanding with providers of parliamentary development services**. They include:
 - the Inter-Parliamentary Union (IPU), which is the international organization of Parliaments of sovereign States (<http://www.ipu.org>);
 - the International Institute for Democracy and Electoral Assistance (International IDEA) (<http://www.idea.int>);
 - the National Democratic Institute for International Affairs (NDI) (<http://www.ndi.org>);
 - the American Bar Association (ABA)/UNDP International Legal Resource Center (ILRC), created as a result of a partnership formed in February 2000 between the ABA and UNDP. The mission of the ILRC is to provide a legal resource capability to service UNDP global governance programmes and country-office projects supporting legal reform and democratic institution-building (<http://www.abanet.org/intlaw/ilrc>).
- **Key contacts for other providers of parliamentary development services**
 - Associations of parliamentarians/legislators
 - Assemblée parlementaire de la francophonie: (<http://www.francophonie.org/apf>)
 - Association of European Parliamentarians for Africa (AWEPA): (<http://www.awepa.org>)
 - Commonwealth Parliamentary Association (CPA): (<http://www.comparlhq.org.uk>)
 - Parliamentarians for Global Action (PGA): (<http://www.pgaction.org>)
 - Foundations and academic institutions
 - Center for Legislative Development (CLD): (<http://www.albany.edu/cld>)
 - Friedrich Ebert Foundation: (<http://www.fes.de>)
 - International Republican Institute (IRI): (<http://www.iri.org>)
 - Jean-Jaurès Foundation: (<http://www.jean-jaures.org>)
 - Konrad Adenauer Foundation: (<http://www.kas.de>)
 - Westminster Foundation for Democracy (WFD): (<http://www.wfd.org>)
 - Non-academic institutions that implement parliamentary assistance programmes
 - Africa Leadership Forum: (<http://www.africaleadership.org>)
 - Center for Legislative Development (CLD), Philippines: (<http://www.cld.org>)
 - Parliamentary Centre, Canada: (<http://parlcent.ca>)

Other resources

- **Policy advisers on governing institutions**

UNDP is equipped to advise programme countries on issues relating to parliamentary development through its BDP Institutional Development Advisers based in the SURFs and at headquarters. They are as follows:

1. Magdy Martinez-Soliman, Governing Institutions Reform Adviser, Dakar SURF
Magdy.martinez-soliman@undp.org
2. Sanaka Samarasingha, Rule of Law and Legislative Development Adviser, Bangkok SURF
Sanaka.samarasingha@undp.org
3. Elissar Sarrouh, Governing Institutions Reform Adviser, Beirut SURF
Elissar.sarrouh@undp.org
4. Benjamin Allen, Governing Institutions Reform Adviser, Bratislava SURF
Benjamin.allen@undp.org
5. Randi Davis, Legislative Development Adviser, New York, Randi.Davis@undp.org
6. Thomas Huyghebaert, Legislative Policy Analyst, New York
Thomas.Huyghebaert@undp.org
7. Jennifer Topping, Legislative Development Adviser, New York,
Jennifer.Topping@undp.org

- **Democratic Governance Practice Network (DGPN)**

The Democratic Governance Practice Network electronically links UNDP practitioners working on, or interested in, governance issues. The DGPN enables practitioners to share insights and advice on matters of interest and importance to their work. There are currently over 700 members covering all continents. To subscribe to the Network send a message to surf-gov@groups.undp.org with "subscribe" as the subject heading.

- **Democratic Governance Fellowship Programmes at the UNDP Governance Centre in Oslo, Norway**

The Oslo Governance Centre is an integral part of BDP support services. Its fellowship programme provides staff members with opportunities to spend between 1-2 months in residence in Oslo, where they can reflect on and write up their experiences on governance issues. The Centre awards several democratic governance fellowships per year. More information on the fellowship programme can be obtained by contacting the Oslo Governance Centre at oslogovcentre@undp.org.

- **Democratic Governance Thematic Trust Fund (DGTTF)**

"Legislatures" is one service line of the Democratic Governance Thematic Trust Fund. Resources for the DGTTF support innovative and catalytic activities. Projects up to \$350,000, to be completed within one calendar year, are eligible for funding under the DGTTF. The application process for the DGTTF typically begins in September of the prior calendar year. Detailed information on the DGTTF can be found on the BDP web site (<http://intra.undp.org/bdp/index.html>). Queries should be directed to the DGTTF Manager, Jocelyn Mason, at jocelyn.mason@undp.org.

ANNEX.

List of countries with ongoing UNDP sponsored parliamentary development programmes according to the UNDP Results Oriented Annual Report (ROAR), 2001

AFRICA (20)

**Benin
Burkina-Faso
Burundi
Central African Republic
Chad
Cote d'Ivoire
Ethiopia
Gambia
Ghana
Guinea-Bissau
Malawi
Mozambique
Niger
Nigeria
Republic of Congo
Rwanda
Senegal
South Africa
Tanzania
Zimbabwe**

ASIA AND THE PACIFIC (9)

**Afghanistan
Bangladesh
Cambodia
East Timor⁶
Fiji
Indonesia
Iran
Mongolia
Solomon Islands**

EUROPE AND CIS (3)

**Kazakhstan
Romania
Tajikistan**

ARAB STATES (3)

**Kuwait
Somalia
Sudan**

LATIN AMERICA AND THE CARIBBEAN (5)

**Brazil
Guyana
Honduras
Panama
Venezuela**

⁶ Not indicated in ROAR

