

Government of the Republic of Marshall Islands

United Nations Development Programme

**Marshall Islands Support to
Parliament (the *Nitijela*) Project**

January 2005

SECTION I

Part 1

a. Situation analysis

(i) National institutional and legal framework

The Marshall Islands commenced constitutional self-government in 1979 and became officially independent on 22nd December 1990, when the United Nations formally dissolved US 'trusteeship'.

The key legal documents that deal with the role of the national government in Marshall Islands are the 1979 Constitution, the Rules and Procedures of the *Nitijela*, the Elections and Referenda Regulations (1993), the Ethics in Government Act (1993) and the Compact of Free Association (1986).

The 1979 Constitution was a result of extensive national consultations as well as negotiations with the United States Government. In negotiations with the United States over the establishment of self-government, Marshallese political leaders opted for a parliamentary system, with a President elected by members of the *Nitijela* rather than directly by the electorate. The President is the Head of State, but divides certain powers normally associated with that office with the Speaker and Cabinet.

The Constitution 'recognizes the right of the people to responsible and ethical government' and obliges the government 'take every step reasonable and necessary to conduct government in accordance with a comprehensive code of ethics'

The Republic of the Marshall Islands has a unicameral parliamentary system, with a consultative upper house (*The Council of Iroj*), comprising traditional leaders.

The Parliament or *Nitijela* has 33 members, who represent the country's 24 inhabited atolls and coral islands with multi-member constituencies for the more populous atolls. They are elected on the basis of universal suffrage and a first-past-the-post (or plurality) system every four years, unless the assembly is dissolved beforehand.

Executive power is vested in a Cabinet, selected after each general or presidential election by the President. The cabinet comprises between six and ten ministers, who can be dismissed and replaced by the President. The cabinet is collectively responsible to the *Nitijela*.

The constitution provides that the *Nitijela* sit 50 (sitting) days in a year. The *Nitijela* by Resolution has organized these 50 days into two parts. The first part of 20 days or so begins on the first Monday in January of each year, and the second part of 30 or so days, normally the budget session, in August. The President can convene special sittings or extend sittings of the *Nitijela*, and a special session can be called following a petition to the President by not less than ten non-cabinet senators who represent at least four electoral districts if 120 days have elapsed since the previous sitting.

The Constitution entrusts the Speaker of the House with the responsibility of ensuring that there should be an opportunity for all points of view represented in the *Nitijela* to be fairly "heard". In general, questions are required to be submitted to the Clerk a day earlier than they are asked orally in the *Nitijela*, although where the Speaker feels this to be 'impracticable or unreasonable', he/she may give 'special permission for the member to ask the question orally from the floor.

All Bills require three readings in the *Nitijela* and then pass to the Council of Iroij for a decision on whether they affect matters of custom or tradition. Once signed by the Speaker and counter-signed by the Clerk, they become law.

(ii) Reference to the findings of relevant reviews and evaluations

A stock-take assessment of the capacity of Marshall Islands to implement the Pacific Islands Forum's eight principles of accountability revealed that the role of the *Nitijela* has to be strengthened if it is to fulfill its constitutional functions. At a regional meeting of Parliamentarians held in Nadi in 2000, attended by the President and Speaker of Marshall Islands, it was agreed that that UNDP would support, on a pilot basis, comprehensive needs assessments of selected legislatures. At the request of the Speaker and the President, UNDP conducted, in 2002, a Legislative Needs Analysis (LNA) of the *Nitijela*. The LNA came up with a list of 92 recommendations for action. The recommendations were on strengthening the office of the Speaker and the Clerk, strengthening the law-making functions of the *Nitijela*, strengthening *Nitijela*-Constituency relationships, strengthening the oversight functions of *Nitijela*, and facilitating women's participation and leadership roles. The full report of the LNA can be viewed at <http://www.undp.org.fj/GOLD>

The findings of the LNA were presented by UNDP for discussion at a Consultative Forum of Senators of the *Nitijela* on 29-30 April 2002 in Majuro, Marshall Islands. This Forum deliberated on the observations and recommendations, and based on their "desire to promote good governance and accountability as well as to strengthen the integrity of the institutions of the *Nitijela*" agreed on a number of actions to be implemented to improve the effectiveness of the *Nitijela*. The Resolutions of the Consultative Forum may also be viewed at the above mentioned website.

For UNDP, this project forms on of several similar Parliament Strengthening projects for the Pacific islands countries, including in the Solomon Islands and the Republic of Fiji Islands. This provides an opportunity for the sharing of lessons learned in the implementation and further strengthening of UNDP's upstream advisory role in the area of democratic governance.

(iii) The problem addressed

The LNA report provides a useful summary of the broad problems, subsequently acknowledged by the Senators, that need to be addressed. The report points out the need for general improvements in the work of the Parliament to enhance greater accountability and transparency.

There is an urgent need to strengthen the oversight and enforcement role of *Nitijela*, and in particular to revitalise the links between the *Nitijela*'s public accounts committee, the Auditor General, Attorney General and Finance Ministry.

The *Nitijela* itself needs to enhance and refine its legislative output, and increase the efficiency of parliamentary support services. Parliamentary sessions need to be supported and facilitated so as to be able to generate even more effectively the required legislation in key areas. For this to happen, greater capacity and levels of support are required for the Parliament. At present, *Nitijela* back-up services aimed at enhancing parliamentary debate are weak and parliamentary business is not organised around a clear annual programme. Cabinet dominates the legislature, the *Nitijela*'s committee system is not functioning to potential in scrutinizing the Executive.

The recommendations of the LNA, as endorsed by the Senators, include a wide range of actions that require procedural changes in the functioning of the Nitijela and which need to be undertaken by the Nitijela through a review of its processes and amendments to the Standing Orders. The recommendations also include institutional strengthening which would facilitate the procedural changes. UNDP through this project aims to provide strategic support for institutional strengthening which would address the key weaknesses identified in the LNA. These include actions designed to strengthen the office of the Speaker and the Clerk, Strengthening the Law-Making Function of the Nitijela, and Strengthening the Oversight Function of the Nitijela.

(iv) Intended beneficiaries

The project will directly benefit the secretariat of the RMI *Nitijela* and the members of the *Nitijela*. Its overall impact on the functioning of the *Nitijela* as the supreme legislative institution of RMI will benefit all the residents and citizens of the Republic of Marshall Islands.

b. Strategy

The Constitution of the Republic of the Marshall Islands vests considerable weight and authority in the Nitijela. It is by law the supreme state organ and legislative body. The Legislative Needs Analysis points to the need for technical support to enable the Nitijela to fully exercise its legislative, oversight and representative power. This requires not only greater political will but also effective rules and procedures and capacity development. The latter has been compounded by the “Reduction in Force” programme introduced in the RMI.

The Government of the RMI is firmly committed to implementing a programme of good governance as demonstrated in part by its endorsement of the Forum’s Eight Principles of Accountability and its subsequent capacity assessments to ensure the implementation of the same. The necessity to revive the Nitijela is seen as a critical element of the implementation strategy. The Speaker of the Nitijela, along with other Speakers from Forum Island Countries have backed the initiative by the Forum governments and agreed with UNDP to undertake comprehensive needs assessment in selected legislatures in the region. It was decided that the conclusions of the assessments would constitute the basis for pilot programmes to strengthen the parliaments in those countries. Marshall Islands is one of these countries. It is expected that the lessons generated through these programmes would eventually be compiled and codified and generic principles of parliamentary development prepared for the Pacific.

This pilot project takes a broad, yet strategic approach to parliamentary development based on the finding of the needs assessment and further consultations with a cross-section of members, staff and the executive branch. Support for the review and revision of Standing Orders of the *Nitijela* is expected to facilitate more efficient and effective proceedings in plenary and in committee sessions. Appropriate orientation for senators will enhance the ability of members to participate in these sessions with greater utility. The efforts to strengthen the capacity of the staff of the legislature and to improve the support services provided to members will be a major focus of the project. The installation of human resource planning, internal budget development processes, integrated information management systems and the provision of necessary basic equipment will prepare the Offices of the Clerk to service the legislature and contribute to long-term strategic planning for parliamentary reform. The emphasis placed by the project on strengthening the capacity of committees will contribute to both a more effective legislative process resulting in more coherent, well-articulated laws subject to stringent review and analysis as well as a more robust exercise of the *Nitijela’s* oversight duties. Transparency and improved access to information is expected to increase public confidence in the legislature and facilitate stronger, more meaningful public involvement in the policymaking process.

The Legislative Needs Analysis also identified several other areas, other than those to be addressed through this project. The criteria adopted in identifying the needs to be addressed by the project was to focus on those regarded as the most critical and catalytic in strengthening the functioning of the *Nitijela*, given the resources available for the project, and those where there were no other initiatives already being implemented or planned. Electoral reform, although identified as an area of assistance in the legislative needs analysis, is one where far greater resources would be required over a longer period than that available to this project.

There are two important areas that are not directly envisaged as a part of this pilot project, but remain crucial to parliamentary development in the Marshall Islands. First the need to enhance the participation of civil society organizations in the parliamentary process such as carrying out watchdog functions, facilitating more women political candidates, developing constituency relations and promoting civic education. Currently only one of 33 Senators in the *Nitijela* is a woman. However, Women United Together in the Marshall Islands (WUT/MI) remains an active force. An earlier initiative by UNIFEM to develop political leadership skills in communities has had some degree of success. UNIFEM will continue to provide technical support in its current programming cycle to enhance the participation of women in politics through its Women in Politics Programme. This project will complement UNIFEM work on facilitating the participation of women and gender sensitization of the Parliamentary processes. UNIFEM technical support may be utilised for some proposed activities on oversight, including on human rights and engendering the budget. Second, given the absence of political parties as such, strengthening the role of the opposition and encouraging senators in general to take issue-based positions when exercising their responsibilities on behalf of their constituencies is essential if the *Nitijela* is to be more than simply an institution for rubberstamping government policy. It is hoped that other development partners will engage with the *Nitijela* and UNDP in complimenting this pilot project with initiatives in these critical areas.

c. Management arrangements

Execution and Implementation Arrangements:

The project would be nationally executed (NEX) by the Government of the Republic of Marshall Islands through the Office of the President where the focal point for contact on the project would be the Chief Secretary. The Implementing Agency would be the Parliamentary Secretariat where the focal point for contact regarding the project would be the Clerk to Parliament. The National Project Director (NPD) who will assume the overall responsibility for the project outputs, with the assistance of the UNV Specialist Project Manager, would be the Speaker of the Parliament.

The project would be managed under the guidance of a Project Oversight Committee (POC) which would be chaired by the NPD. The POC would have the following representation:

The Speaker of the *Nitijela* – Chairperson;
The Deputy Speaker- Member;
Chief Secretary – Member;
Secretary for Foreign Affairs,
Director of the Office of Planning and Statistics
Attorney General – Member;
Auditor General – Member;
Clerk to *Nitijela* – Member (*Ex-Officio*);
Legislative Counsel to the *Nitijela* – Member;
Representative of the Opposition – member (elected by opposition);
Female member of *Nitijela*-to be nominated by the Speaker- member;

Project Manager – Member and Secretary to the POC (*Ex-Officio*).

The Terms of Reference for the POC is appended at **Annex 3**.

The POC will meet every six months, with the first meeting to be held within a month of the fielding of the Project Manager. The NPD may call for special meetings should the need arise for these. The Project Manager will prepare the Agenda in consultation with the NPD and circulate this at least two weeks in advance of the POC meeting. He/she will also circulate the Minutes of the Meeting within two weeks after a meeting is held.

A working group headed by the Speaker and composed of the Clerk, the Legislative Counsel and the Project Manager should be convened monthly or bi-monthly to consider routine project implementation matters.

d. Monitoring and Evaluation

The project is subject to a Tripartite Review (TPR) every calendar year, with the first to be held in the last quarter of 2004. The primary parties of the TPR are the *Nitijela*, the Government of the Republic of the Marshall Islands and UNDP. The parties may by consensus invite other participants to the TPR.

For the annual TPR, the National Project Director (NPD) prepares and circulates to the participating parties, at least three weeks in advance, a brief descriptive Project Progress Report, the updated Outcome and Output matrices, the updated workplan for the next year, as well as the year-end financial report. He/she prepares and circulates, within two weeks following the TPR, a summary of no more than three pages of the analytical assessments, conclusions and decisions of the meeting as well as the finalised matrices and workplan, which will serve as the project workplan and budget for the following year.

Towards the end of the project life, a Terminal TPR will be held. The NPD prepares a descriptive project terminal report, the updated matrices and workplan as well as the latest financial report and circulates them, at least one month in advance, to the parties. The Terminal TPR focuses on analysing project results and on documenting best practices and lessons learnt for future programming. The NPD thereafter finalises the Project Terminal Report incorporating the analytical inputs made during the TPR and, within four weeks, circulates it to all parties.

The project may be subject to a maximum of one technical review every year apart from the TPR. For a technical review, the NPD prepares and circulates to the parties, at least two weeks in advance, a brief descriptive quarterly progress report, the updated workplan and the latest financial report. He/she prepares and, within one week, circulates to all parties a summary of no more than two pages of the assessments, conclusions and decisions of the meeting as well as the finalised matrices and workplan, which serve as the project workplan/budget for the following quarter. Technical reviews maybe undertaken by UNDP country office staff from Suva.

The project may also be subject to one in-depth final, “external” evaluation mission to assess overall project performance, project outputs/outcomes produced compared against initial targets, project impacts achieved and will likely be achieved, project relevance to the national context and project management efficiency. If such an evaluation is conducted, appropriate UNDP specialists such as GOLD or SURF advisers could undertake it at the end of the first year of the project. The evaluation may be limited only to the project, but is preferably a thematic event whereby a cluster of related initiatives in the RMI are evaluated jointly to better determine the likely achievement of outcomes.

An ex-post evaluation of the project may be performed and would be organised together with other related projects and programmes in the country. This evaluation should primarily focus on assessing the long-term results (or impacts) and sustainability of the project following its completion and draw lessons for further programming and policymaking. The timing for and necessity of this evaluation will be decided later on, based on mutual agreement between the *Nitijela*, the Ministry of Foreign Affairs and UNDP. However, given that this project is being undertaken as a pilot initiative that will contribute lessons toward the preparation of generic principles for parliamentary development in the Pacific, such an evaluation is highly recommended and indeed maybe necessary.

e. Legal Context

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of the Republic of Marshall Islands and the United Nations Development Programme, signed by the parties on 14 January 1984. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government executing agency/co-operating agency described in that Agreement.

The following types of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided that he is assured that the Government has no objections to the proposed changes:

- (a) Revisions in, or addition of, any of the annexes of the project document;
- (b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of a project but are caused by the re-arrangement of inputs already agreed to or by cost increases due to inflation;

f. Risk Analysis

Risk	Risk Rating	Risk Minimisation Measures
Reluctance of the Government to approve and to apply policy recommendations developed through the project.	Medium-High	The <i>Nitijela</i> has confirmed the issues addressed by the project as very important. Participation of a large number of stakeholders and public advocacy of the results will help to bring the policy recommendations forward to Government. Nonetheless, quality policy recommendations are required if they are to be adopted by Government.
Awareness raising activities, especially on new working methods and procedures may take more time than envisaged and may face more difficulties than expected.	Low-Medium	Identify a number of senators who are more familiar with modern parliamentary affairs to be used as resource persons in project activities. Expose key senators to relevant modern practices in selected parliaments as catalysts for reform.
Delay in identifying appropriate project personnel/personnel turnover.	Medium-High	Of particular concern is the possibility of “isolating” the STA in Majuro. Careful consideration should be given to this in recruiting, ensuring strong linkages with the backstopping team in Suva including reliable

Risk	Risk Rating	Risk Minimisation Measures
		means of communication, and possibly staggering the arrival of other international consultants. It is also envisaged that the STA will develop a close working relationship with the Clerk and the Legislative Adviser.
Inappropriateness of selected technologies	Medium	The <i>Nitijela</i> has not adapted well in the past to technological improvements. Sustainability must be a key consideration when recommending technological inputs.
Lack of good project operation and management after project commissioning	Low	Strengthening project management capacity will have to be built into the <i>Nitijela</i> through this project. The presence of a full-time STA for project implementation will greatly reduce this risk.
Excessive time demands on senators for orientation, awareness raising activities etc.	Medium	The NPD along with the STA in consultation with key members of the <i>Nitijela</i> will make appropriate assessments of time commitments of senators taking into consideration the legislature's calendar before scheduling activities.
Human and financial resource constraints	Medium-High	As a pilot initiative, finances for the project are limited. The Government and UNDP must actively develop and pursue a strategy to mobilise additional resources. Every opportunity to encourage parallel activities of other development partners that contribute to the achievement of project outputs and outcomes should also be grasped. All efforts to maximise the use of in-house resources without compromising on the quality of inputs will be considered, such as using UNDP advisers from the GOLD project and the Bureau for Development Policy and other partners who will provide <i>pro bono</i> services such as the International Legal Resource Centre (UNDP-ABA) and the Inter-Parliamentary Union. A real danger is the inability to secure funds to support the establishment of key staff positions in the <i>Nitijela</i> . The Speaker and other leaders in the <i>Nitijela</i> will have to lobby the government in this regard.

This is a bold yet necessary initiative in a very sensitive environment and touching upon areas where no previous attempts of international technical assistance have been implemented at this level. Therefore, rating the risk factors below medium would be over-optimistic. On the other hand, the embedded respect for sovereignty and the strong demonstrated commitment of the *Nitijela* leadership greatly minimises these risks.

g. Workplans

Annual Work Plan

Year: 2004

EXPECTED OUTPUTS ¹ & MONITORING ACTIVITIES ²	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Organisational structure of Offices of the Clerk revised	Recruit UNV Specialist on Legislative Development as the Project Manager (PM) for 24 month period.		X			UNDP		UNV Specialist - Legislative Development	\$30,000
	Recruit national consultant to assist the PM with the activities – for a period of 4 months		X	X		Parliamentary Secretariat		National Consultant	\$8,000
	Design and obtain approval of a model organisational structure of the Offices of the Clerk that responds to evolving parliamentary requirements		X	X	X				
	Analyse the <i>Nitijela's</i> budget formulation process, prepare necessary tools for improvement, formulate budget in relation to upgraded services and present for approval		X	X	X	Parliamentary Secretariat			

¹ State the outputs that the project is expected to achieve/contribute to. Include relevant indicators/benchmarks

² List monitoring activities such as Field Monitoring Visits, Technical backstopping missions, Evaluations, Annual Project Report

	Define operative units with clear delineation of responsibilities between legislative support and administration		X	X	X	Parliamentary Secretariat			
	Inform staff of organisational changes and rationale for the same								
	Prepare and circulate an information sheet for senators on new structure and available services								
Transparent human resource development policy adopted and implemented for parliamentary staff.	Recruit National Consultant for one month contract to assist with HR Review and job descriptions							National Consultant	\$4,000
	Review human resource requirements as per new structure and prepare job descriptions for all posts including knowledge and skill requirements and performance standards.								
<i>Nitijela</i> library appropriately staffed, all documents properly catalogued, archived and easily accessible to senators, staff and the public.	Recruit librarian and provide adequate training						Govt.		
	Secure an air-conditioned room with adequate space to establish a small library						Govt.		
	Recruit Short-term international expert in documentation and library services (One Month)						UNDP	Int. Consultant.	\$15,000

	Catalogue, index and store all parliamentary records in a user friendly manner and make available to senators, staff and the public								
	Set up sustainable archiving system and train staff								
	Recruit short-term international ICT expert for a two weeks period to assist with electronic information system and proposal on LAN							Int. Consultant	\$9,000
	Establish an electronic information resource centre with Internet connection for legislative research								
	Prepare proposal to establish a LAN and an electronic database containing parliamentary records and mobilise resources for implementation								
	Purchase computer hardware, software, required office and archiving equipment, and required publications for the library							Equipment	\$24,000
Presentations and debates recorded, transcribed and published accurately and expeditiously	Complete backlog of the Journal of the House								
	Identify resource needs to maintain timely production of all parliamentary records and facilitate the same								
	Purchase required archiving and required office equipment							Equipment	\$8,000

Improved outreach and information dissemination by the <i>Nitijela</i> to the public	Recruit short-term international media consultant for 3-week period to assist with the development of a communication outreach and information dissemination strategy for <i>Nitijela</i> ..							International consultant.	\$12,000
	Develop and implement a Communication, outreach and information dissemination strategy for <i>Nitijela</i> .								
	Create post of Information Officer, draft job description, secure funding, recruit and train							In-service training for Information Officer	\$4,000
	Conduct regular briefings for media and civil society on important parliamentary business								
	Revise standing orders to ensure live radio transmission of <i>Nitijela</i> proceedings								
Standing orders revised, implemented and senators knowledgeable in their application.	Secure support from ILRC (UNDP-ABA)							International consultant.	\$10,000
	Prepare a report on “Comparative Parliamentary Rules and Procedures” and submit to <i>Nitijela</i>								
	Review standing orders and recommend changes to <i>Nitijela</i>								

	Review existing committee system and support services as part of above mentioned activities and implement recommended changes							
The Public accounts Committee (PAC) and Auditor General's office strengthened to perform their parliamentary duties effectively.	Conduct workshop on oversight process with participation of selected state agencies and <i>Nitijela</i> and obtain consensus on procedures for better and more institutionalised collaboration						Workshop Costs and training materials	\$3,000
	On the conclusions of the workshop prepare draft legislation to further formalise the operations of the PAC and ensure coordination between the PAC, Auditor General's Office, Attorney General's Office and the Secretary of Finance.							
Adequate staff recruited and trained to provide research and analysis to the <i>Nitijela</i> in support of its legislative function.	Develop staffing proposal for 2 career legislative staff, secure funding and recruit.							
	Train legislative staff on analysis, legal drafting, engendering legislation, mainstreaming human rights, use of Internet for legislative research and the preparation of research reports						Int.Consultant. – one month Training materials Mission costs for UNIFEM	\$15,000 \$5,000 \$5,000

	Train two members of Attorney General's Office in legislative drafting							In-service training	\$20,000
Streamlined legislative procedures established to increase efficiency, transparency and effective scrutiny	Amend standing orders to increase public consultation on major bills								
	Establish procedures to require government to present an outline of its 6-month legislative programme prior to the commencement of each <i>Nitijela</i> session 3.2.3. Conduct orientation on legislative processes for all senators							Training costs	\$5,000
Project outputs and activities achieved	Project field visits made by UNDP for monitoring/reviewing progress.							Mission costs	\$7,000
	Project administrative support provided							Sundries	\$6,000
TOTAL									

Annual Work Plan

Year 2005

EXPECTED OUTPUTS ³ & MONITORING ACTIVITIES ⁴	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Transparent human resource development policy adopted and implemented for parliamentary staff.	Conduct comparative study on independent parliamentary services versus parliamentary staff under public services commissions							Local consultant – 6 weeks	\$8,000

³ State the outputs that the project is expected to achieve/contribute to. Include relevant indicators/benchmarks

⁴ List monitoring activities such as Field Monitoring Visits, Technical backstopping missions, Evaluations, Annual Project Report

	Draft proposal to establish an independent parliamentary service under a parliamentary services commission headed by the Speaker with a new comprehensive gender-balanced merit based appointment/recruitment policy and a new promotions policy that sets out merit related requirements, includes written and oral assessments carried out by an objective panel and establishes a mechanism for appeals							
	Present proposals to government for new staff posts as per the revised organisational chart and job descriptions, secure funding and facilitate transparent recruitment through the Public Services Commission							
	Seek seconded staff from other public organisations and increase outsourcing of tasks as an interim measure							
	Establish an organisational control register to identify status of work at various levels of administration							
	Conduct a detailed training needs assessment of all staff and design and carry out required training						Training materials	\$2,000
Presentations and debates recorded, transcribed and published accurately and expeditiously	Identify resource needs to maintain timely production of all parliamentary records and facilitate the same							

Improved outreach and information dissemination by the <i>Nitijela</i> to the public	Assist with the publication of the consolidated, codified laws passed by the <i>Nitijela</i> , assist with its dissemination and access by local government councils. Establish Internet Website and place the laws on the website.						Local consultant – 1 month.	\$5,000
							Publication costs.	\$8,000
	Conduct regular briefings for media and civil society on important parliamentary business							
	Continue training for the Information Officer						In-service training costs	\$4,000
Standing orders revised, implemented and senators knowledgeable in their application.	. Prepare proposal for improved public access to committee proceedings including increased media broadcasts and public hearings with adequate notice							
The Public accounts Committee (PAC) and Auditor General's office strengthened to perform their parliamentary duties effectively.	Auditor General's Office staff trained and procedures introduced to ensure optimal reporting to the PAC						Training costs	\$3,000
	Review Auditor General's Act and make recommendations to promote greater accountability executive branch						International 3 weeks-consultancy	\$12,000
	Prepare draft legislation to require all state institutions and constitutional entities to report to the <i>Nitijela</i> each financial year							
Adequate staff recruited and trained to provide research and analysis to the <i>Nitijela</i> in support of its legislative function.	Design and implement a legislative drafting programme for senators that includes gender and human rights orientation							

	Provide drafting support to senators for private members' bills and during committee scrutiny of bill.							
Streamlined legislative procedures established to increase efficiency, transparency and effective scrutiny	Conduct seminars for senators on parliamentary obligations relating to international human rights instruments, MDGs and engendering national budgets						Workshop costs;	\$2000
							Short-term International consultants – 2 weeks.	\$8,000
	Assist in identifying model legislation comparative studies and relevant laws of other countries related to at least four priority bills							
	Conduct orientation on legislative processes for all senators							
Project outputs and activities achieved	Project field visits made by UNDP for monitoring/reviewing progress						Mission costs	\$8,000
	Project administrative support provided						Sundries	\$6,000
	UNV Project manager contract reviewed and extended						UNV Legislative Development Advisor	\$24,000
TOTAL								

Government of The Republic of Marshall Islands

United Nations Development Programme

Marshall Islands Support to Parliament (the *Nitijela*) Project

This project aims to build the capacity of the *Nitijela* to play better its assigned roles as the supreme decision making body for the people of the Marshall Island. This will be done through - the review and revision of Standing Orders of the *Nitijela* in order to facilitate more efficient and effective proceedings; training which will enhance the ability of members to participate in these sessions, and strengthen the capacity of the staff of the legislature to support members; and, install human resource planning, internal budget development processes, integrated information management systems and necessary basic equipment to support the Office of the Clerk to better service the legislature and contribute to long-term strategic planning for parliamentary reform. The project will facilitate more effective legislative process, and increase transparency and access to information which will support increased public confidence and involvement in the policymaking process.

SIGNATURE PAGE

Country: Republic of Marshall Islands

UNDAF Outcome(s)/Indicator(s): _____
(Link to UNDAF outcome., If no UNDAF, leave blank)

Expected Outcome(s)/Indicator (s):

Capacity of the RMI to Parliament to perform its constitutional roles facilitated see Annex 1)

Expected Output(s)/Indicator(s)

Organisational structure of Offices of the Clerk revised; transparent human resource development policy adopted and implemented for parliamentary staff; *Nitijela* library appropriately staffed, all documents properly catalogued, archived and easily accessible to senators, staff and the public; presentations and debates recorded, transcribed and published accurately and expeditiously; improved outreach and information dissemination by the *Nitijela* to the public; standing orders revised, implemented and senators knowledgeable in their application; the Public accounts Committee (PAC) and Auditor General’s office strengthened to perform their parliamentary duties effectively; adequate staff recruited and trained to provide research and analysis to the *Nitijela* in support of its legislative function; streamlined legislative procedures established to increase efficiency, transparency and effective scrutiny (see Annex 1)

Implementing partner:

RMI Parliamentary Secretariat

Other Partners:

Government of Marshall Islands

Programme Period: 2003 to 2007
Programme Component: _____
Project Title: RMI Support to Parliament
Project Code: _____
Project Duration: 2 years (2004-2006)

Total budget:	\$280,000
Allocated resources:	\$280,000
• Government	_____
• Regular	_____
• Other:(including in-kind contributions)	
○ Donor	_____
○ Donor	_____
○ Donor	_____

Agreed by (Government): _____
 Agreed by (Implementing partner): _____
 Agreed by (UNDP): _____

Annex 1. Results and Resources

Results Framework.

STRENGTHENING PARLIAMENTARY DEMOCRACY IN RMI – RESULTS AND RESOURCE FRAMEWORK

Outcome	Outputs	Activities	Inputs	1 st Year Output Target	Means of Verification and/or Indicators
1. Effective and efficient parliamentary services, management and administration established to better meet the needs of the <i>Nitijela</i> and the public.	1.1 Organisational structure of Offices of the Clerk revised	1.1.1 Design and obtain approval of a model organisational structure of the Offices of the Clerk that responds to evolving parliamentary requirements 1.1.2 Analyse the <i>Nitijela</i> 's budget formulation process, prepare necessary tools for improvement, formulate budget in relation to upgraded services and present for approval 1.1.3 Define operative units with clear delineation of responsibilities between legislative support and administration 1.1.4 Inform staff of organisational changes and rationale for the same 1.1.5 Prepare and circulate an information sheet for senators on new structure and available services	STA (24 months) + national expertise	As per the workplans in section g. of the project document.	A revised organisational structure for the Office of the Clerk.
	1.2 Transparent human resource development policy adopted and implemented for parliamentary staff.	1.2.1 Review human resource requirements as per new structure and prepare job descriptions for all posts including knowledge and skill requirements and performance standards 1.2.2 Conduct comparative study on independent parliamentary services versus parliamentary staff under public services commissions 1.2.3 Draft proposal to establish an independent parliamentary service under a parliamentary services commission headed by the Speaker with a new comprehensive gender-balanced merit based appointment/recruitment policy and a new promotions policy that sets out merit related requirements, includes written and oral assessments carried out by an objective panel and establishes a mechanism for appeals 1.2.4 Present proposals to government for new staff posts as per the revised organisational chart and job descriptions, secure funding and facilitate transparent recruitment through the Public Services	STA + national consultants + sub-contract for outsourced assignments + GOLD/SURF research		A new staff structure for parliamentary staff in place.

Outcome	Outputs	Activities	Inputs	1 st Year Output Target	Means of Verification and/or Indicators
	<p>1.3 <i>Nitijela</i> library appropriately staffed, all documents properly catalogued, archived and easily accessible to senators, staff and the public.</p> <p>1.4 Presentations and debates recorded, transcribed and published accurately and expeditiously</p> <p>1.5 Improved outreach and information dissemination by the <i>Nitijela</i> to the public</p>	<p>Commission</p> <p>1.2.5 Seek seconded staff from other public organisations and increase outsourcing of tasks as an interim measure</p> <p>1.2.6 Establish an organisational control register to identify status of work at various levels of administration</p> <p>1.2.7 Conduct a detailed training needs assessment of all staff and design and carry out required training</p> <p>1.3.1 Recruit librarian and provide adequate training</p> <p>1.3.2 Secure an air-conditioned room with adequate space to establish a small library</p> <p>1.3.3 Catalogue, index and store all parliamentary records in a user-friendly manner and make available to senators, staff and the public</p> <p>1.3.4 Set up sustainable archiving system and train staff</p> <p>1.3.5 Establish an electronic information resource centre with Internet connection for legislative research</p> <p>1.3.6 Prepare proposal to establish a LAN and an electronic database containing parliamentary records and mobilise resources for implementation</p> <p>1.4.1 Complete backlog of the Journal of the House</p> <p>1.4.2. Identify resource needs to maintain timely production of all parliamentary records and facilitate the same</p> <p>1.5.1 Communication, outreach and information dissemination strategy for <i>Nitijela</i> developed and implemented</p> <p>1.5.2 Create post of Information Officer, draft job description, secure funding, recruit and train</p> <p>1.5.3 Conduct regular briefings for media and civil society on important parliamentary business</p> <p>1.5.4 Revise standing orders to ensure live radio transmission of <i>Nitijela</i> proceedings</p>	<p>Short-term international expertise in documentation and library services (1 mo) and ICT (2 wks) + computer hardware and software + publication costs + archiving and office equipment</p> <p>Outsourced local sub-contract (6 months) + STA</p> <p>Short-term</p>		<p>A <i>nitijela</i> library established and operationalised.</p> <p>Published records of <i>Nitijela</i> presentations and debates.</p> <p>Copies and records of public information materials.</p>

Outcome	Outputs	Activities	Inputs	1 st Year Output Target	Means of Verification and/or Indicators
<p>2. Capacity of <i>Nitijela</i> to exercise its oversight role strengthened</p>	<p>1.6 Standing orders revised, implemented and senators knowledgeable in their application.</p> <p>2.1 The Public accounts Committee (PAC) and Auditor General's office strengthened to perform their parliamentary duties effectively.</p>	<p>1.5.5 Finalise the codification of all existing laws, deposit copies of all enacted laws with each local government council and disseminate amendments at least annually</p> <p>1.6.1 Prepare a report on "Comparative Parliamentary Rules and Procedures" and submit to <i>Nitijela</i></p> <p>1.6.2 Review standing orders and recommend changes to <i>Nitijela</i></p> <p>1.6.3 Review existing committee system and support services as part of 1.1.1, 1.2.1 and 1.6.2 and implement recommended changes</p> <p>1.6.4. Prepare proposal for improved public access to committee proceedings including increased media broadcasts and public hearings with adequate notice</p> <p>2.1.1 Conduct workshop on oversight process with participation of selected state agencies and <i>Nitijela</i> and obtain consensus on procedures for better and more institutionalised collaboration</p> <p>2.1.2 On the conclusions of the workshop prepare draft legislation to further formalise the operations of the PAC and ensure coordination between the PAC, Auditor General's Office, Attorney General's Office and the Secretary of Finance.</p> <p>2.1.3 Auditor General's Office staff trained and procedures introduced to ensure optimal reporting to the PAC</p> <p>2.1.4 Review Auditor General's Act and make recommendations to promote greater accountability executive branch</p> <p>2.1.5 Prepare draft legislation to require all state institutions and constitutional entities to report to the <i>Nitijela</i> each financial year</p> <p>3.1.1 Develop staffing proposal for 2 career legislative staff, secure funding and recruit (See 1.2.3)</p> <p>3.1.2 Train legislative staff on analysis, legal drafting, engendering legislation, mainstreaming human rights, use of Internet for legislative research and the preparation of research reports</p>	<p>international media consultant (3 wks) + national legislative adviser + publication costs</p> <p>STA + GOLD/BDP/SURF + short-term international legislative and drafting expert (3mos) from ILRC (UNDP-ABA)</p> <p>Workshop + short-term consultant (3wks) + training materials</p>		<p>Revised standing Orders for the Parliament.</p> <p>Regular meetings of the PAC.</p>

Outcome	Outputs	Activities	Inputs	1 st Year Output Target	Means of Verification and/or Indicators
<p>3. Lawmaking function of legislature improved</p>	<p>3.1 Adequate staff recruited and trained to provide research and analysis to the <i>Nitijela</i> in support of its legislative function.</p> <p>3.2 Streamlined legislative procedures established to increase efficiency, transparency and effective scrutiny</p>	<p>3.1.3 Train two members of Attorney General's Office in legislative drafting</p> <p>3.1.4 Design and implement a legislative drafting programme for senators that includes gender and human rights orientation</p> <p>3.1.5 Provide drafting support to senators for private members' bills and during committee scrutiny of bills</p> <p>3.1.6 Conduct seminars for senators on parliamentary obligations relating to international human rights instruments, MDGs and engendering national budgets</p> <p>3.1.7 Assist in identifying model legislation comparative studies and relevant laws of other countries related to at least four priority bills</p> <p>3.2.1 Amend standing orders to increase public consultation on major bills (See 1.6.2)</p> <p>3.2.2 Establish procedures to require government to present an outline of its 6-month legislative programme prior to the commencement of each <i>Nitijela</i> session 3.2.3. Conduct orientation on legislative processes for all senators (See 1.6.2)</p> <p>3.2.3 Conduct orientation on legislative processes for all senators (See 1.6.2).</p>	<p>Legislative expert + national legislative adviser + training materials + workshops + resource persons from UN Office of Legal Affairs, UNDP, UNIFEM etc.</p>		<p>Trained staff providing research and analytical support to senators.</p> <p>Number of workshops for senators on legislative procedures</p>

6/9/2008

Outcome	Outputs	Activities	Inputs	1 st Year Output Target	Means of Verification and/or Indicators

Annex 2:**Terms of Reference for UNV Specialist
in Legislative Development and Project Manager****POST:** Project Manager/Legislative Development Advisor**Duration:** 24 Months**Duty Station:** Majuro, RMI with travel within and outside of RMI as required**Duties and Responsibilities:**

Under the overall guidance of the Speaker of the RMI Parliament and in consultation with the Clerk to Parliament and the Legal Counsel to the RMI Parliament, and with oversight and support of UNDP CO Staff in Fiji:

50%	Coordinate and plan for the delivery of project inputs; including international experts, national experts, training and equipment, and sub-contracts. Prepare annual/quarterly work plans based on inputs from stakeholders.
	Assist with the National Execution of the project based on UNDP procedures, rules and regulations.
	Manage all project staff including identifying training needs and providing such training or where necessary helping to identify courses or providers of training.
	Draft TORs for project activities and assist with recruitment of all project staff through close liaison with the Parliamentary Secretariat and UNDP Suva.
	Monitor and assist the delivery of inputs to achieve outputs according to UNDP procedures and produce 6 monthly costed work plans.
	Work closely with the Parliamentary Secretariat, RMI Government counterparts, UNDP Suva on technical aspects of the project. Produce project progress reports and plan and implement technical reviews, and tripartite review meetings of project. Ensure that project reports, including the final report, include documentation on best practices and lessons learnt.
	Assist the Parliamentary Secretariat with the management and accounting for all project finances, including quarterly financial reporting and maintain project budget in liaison with UNDP Parliamentary Secretariat and the Fiji Office.
50%	To provide substantive technical guidance and support on this legislative development project and undertake all activities identified in the project work-plans for which external support has not been identified through national/international consultants.
	To assist in documenting outstanding project experiences for dissemination to all stakeholders, including national policymakers, planners and donors;
	To assist in furthering ideals and values of volunteerism through linking up with local volunteer groups.

Qualifications

Required - Experience in providing support on legislative development programmes, including working with Parliaments/Parliamentary Secretariats or their equivalent;

Advantageous - Experience in administration and management of development projects;

Proven capacity in management of training programmes in governance matters;

Ability to work on ones own on a support to parliament project without day-to-day access to supervision and technical backstopping in a small-islands context;

Educational and technical background:

Masters degree in political science, law, social science, economics, or related disciplines

Special / additional skills needed (in specific training areas, negotiation, computers, management etc.):

Excellent writing skills

Computer literacy

Personal characteristics:

Sound interpersonal skills and maturity. Ability to work with a broad range of clientele and resource persons of diverse backgrounds, religious and political persuasions, and educational attainments. The person selected should be able to demonstrate gender sensitivity.

Annex 3

Terms of Reference **Project Oversight Committee (POC)**

- Provide strategic guidance and advice to the Project Manager on project related activities particularly on specific problems and issues that may have a bearing on the progress of the achievements of the Support to Parliament Project.
- Review and approve proposed annual work plan in consultation with UNDP Fiji Multi-Country Office.
- Facilitate exchange of information nationally, regionally and internationally on awareness of project developments, lessons learnt and best practices.
- Assist in identification and securing of additional financial and technical resources for the Support to Parliament project activities from both national and external sources.
- Help facilitate and ensure that targets identified in the annual work plans are met within agreed timeframes and with given resource allocations, and assist provide alternative remedial solutions where the need arises.
- Facilitate and mobilize government, private and civil society support for this Support to Parliament Project.
- Undertake any other responsibilities that may be identified for the POC by UNDP and other project stakeholders.