

REPORT

of the

COMMITTEE ON REFORMS AND MODERNISATION

for the

FIFTH SESSION OF THE NINTH NATIONAL ASSEMBLY

APPOINTED ON 18TH JANUARY 2006

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**REPORT OF THE PARLIAMENTARY REFORMS AND MODERNISATION COMMITTEE FOR
THE FIFTH SESSION OF THE NINTH NATIONAL ASSEMBLY APPOINTED ON 18TH
JANUARY 2006**

Consisting of:

Mr D Matongo, MP (Chairperson), Hon N P Magande, MP, Minister of Finance and National Planning, Hon G Kunda, SC, MP, Minister of Justice and Attorney-General, Hon A Mulenga, MP, Minister of Local Government and Housing, Mr T K Nyirenda, MP, Ms E Z Nawakwi, MP, Mr P B Musonda, MP, Mr E S Silwamba, SC, MP, Mr F Z Simenda MP and Mr A M Chama, MP.

THE HONOURABLE MR SPEAKER
NATIONAL ASSEMBLY
PARLIAMENT BUILDINGS
LUSAKA

Sir

Your Committee have the honour to present their report for 2006.

2.0 TERMS OF REFERENCE

Your Committee's terms of reference are provided for under Standing Order No. 152 as follows:

1. In addition to any other duties placed upon it by any Standing or other Orders of the Assembly, it shall be the duty of the Parliamentary Reforms and Modernisation Committee to examine and propose reforms to the powers, procedures, practices, organisation and facilities of the National Assembly, provided that in proposing such reforms, the Committee shall bear in mind the balance of power between the respective constitutional responsibilities, roles of the National Assembly and the Government and the duties of other House-keeping Committees;
2. The Committee shall have power, when considered necessary, to adjourn and travel from place to place inside and outside Zambia to solicit information and seek evidence on the matters under examination, and shall enjoy the powers,

rights, privileges and immunities provided to the Committees of the House by the Standing Orders and;

3. In its report to the House, the Committee shall include recommendations as to the implementation of any reforms proposed in such reports.

3.0 MEETINGS OF THE COMMITTEE

Your Committee held *three* meetings during the year under review.

4.0 DECISIONS OF YOUR COMMITTEE

4.1 Establishment of Additional Constituency Offices

In 2005, 28 constituency offices were established. The constituencies were selected using the following criteria:

- turn all Pilot Mobile and Travel Budget offices into Fixed Offices
- as much as possible, have an equal the number of constituencies in all Provinces
- gender representation
- party representation guided by the number of seats in the House
- Constituencies whose Member of Parliament hold ministerial portfolios are eligible
- Constituencies whose Member of Parliament are members of the Reforms and Modernisation Committee are eligible
- A fair rural/urban mix

Sir, it is your Committee's objective to have a constituency office established in each of the 150 constituencies. Pursuant to this, and following the criteria already established by your Committee, the following new offices were established during the year under review.

1. Bwacha
2. Isoka East
3. Kabwata
4. Kabompo East
5. Kalulushi
6. Lumezi

7. Mangango
8. Masaiti
9. Mansa Central
10. Mufumbwe
11. Nalolo; and
12. Siavonga

This brought the total number of offices established to forty (40). Sir, your Committee wish to reiterate that the intention of the Parliamentary Reforms in this respect, is to have Constituency Offices in all the 150 constituencies. In this regard, Your Committee wish to acknowledge, with gratitude, the commitment shown by the Government by releasing funds for constituency offices. This will go a long way in sustaining the constituency offices after Parliamentary Reforms Project currently supported by donors comes to an end.

4.2 Committee Retreat

Sir, Your Committee undertook a two day retreat to consider a number of issues and map the way forward for the Parliamentary Reforms Programme.

Your Committee considered the following items:

4.2.1 Review of the 73 adopted recommendations

Your Committee note with satisfaction that the majority of the 73 recommendations that the House adopted have been accomplished. Prominent on the achievements scored are:

1. the Standing Orders have been amended to make them conform to the current plural democratic dispensation of the House;
2. there has been an increase in Parliamentary Publications for use by MPs and the public such as the National Assembly Directory, which gives useful information on Members of Parliament;
3. live coverage of the proceedings of the House has been extended to the entire proverbial line of rail by the establishment of Parliament Radio;
4. press releases on major events at Parliament are issued regularly;
5. MPs have received training in Media relations;

6. MPs have received training in computer appreciation, including use of software packages, like Microsoft Office, internet and email;
7. the dress code for the public visiting Parliament has been relaxed, thereby encouraging more visitors;
8. a number of training workshops for staff in constituency offices have been conducted;
9. Committee meetings are publicised in the media;
10. Bill Drafters have been trained and are at the disposal of MPs;
11. Budget hearings by the enlarged Committee on Estimates are held, thereby taking advantage of all stakeholders;
12. Committee hearings have been opened to the public;
13. all Bills stand referred to portfolio Committees after first reading;
14. the Public Accounts Committee (PAC) has been linked with regional bodies, such as the SADC Organisation of Public Accounts Committee (SADCOPAC);
15. an Internship Programme has been established in collaboration with the University of Zambia to expose university students to the workings of Parliament.
16. the Library Collection has been improved;
17. several capacity building training workshops have been conducted for both MPs and members of staff;
18. ICT infrastructure has been developed to enable efficient data collection and improved access to information;
19. a Directory of Civil Society Organisations has been developed as these are an invaluable source of information for Committees; and
20. Vice President's Question Time has strengthened Question period in the House.

However, Your Committee have recorded some slow progress in some of the 73 adopted recommendations, namely:

1. Only twenty (28) constituency offices were established during three (3) years of reform under the PRP, with a marginal increase of twelve more added to this number by June, 2006. Sir, it is your Committee's wish to cover all the 150 constituencies, if funding from the Treasury continues to be allocated and disbursed.

2. The first two stages of the radio project have been completed. The next phase is to expand to the rural provincial centres and then throughout the district centres.
3. Constituency Advisory Committees consisting of members with special skills and expertise have not been formed where constituency offices exist. The MPs have relied on the existing structure of Constituency Development Committees.
4. The Visitors/Media Centre has been designed. The Centre is intended to help bring Parliament closer to the people. It will be used to distribute passes to the galleries, conduct tours of the facilities, control limited public access to the library, distribute information and educational materials about the National Assembly and serve as an overall information centre for public inquiries. However, the Centre is yet to be constructed. Funds will have to be mobilised for this purpose.
5. Members of Parliament and their staff have not undertaken regular visits to Schools and Colleges in their constituencies in order to introduce themselves, explain the overall workings of the National Assembly. Nevertheless, Your Committee has seen more Schools come to Parliament and not vice versa.
6. Constituency Outreach Programmes are limited.
7. Legislation to indicate a specific time frame between the publication of a Bill in the Gazette and first reading has not been effected which would allow timely notification of substance of a Bill to Members and to the Public.
8. The recommendation that each bill, private or Government, must be accompanied by a fiscal impact statement detailing estimated costs and net benefits of the proposal and, where necessary, the sources of revenue to pay such costs, has not been implemented

9. the Constitutional amendment to allow the House to reduce proposed appropriations where deemed fit, or transferring appropriation from one line to another, while not increasing the overall total, is yet to be done.
10. time to debate the estimates is still not sufficient.
11. Live radio/TV is yet to be extended to coverage of Committee deliberations.
12. subject specialists within the Committee Department are yet to be created. This may await full operationalisation of the Strategic Plan.
13. there are still no Committee meetings being held outside of Parliament;
14. the creation of a Parliamentary Service Commission is awaiting the amendment of the Constitution.

Recommendation No. 3 of the Approved Recommendation was about allowing MPs with constituency offices to employ their own staff. However, in line with keeping a professional and non partisan cadre of constituency staff, the practice adopted so far has been for the National Assembly to employ in consultation with the MP. Your Committee, are of the view that this recommendation should not be pursued any further.

4.2.2 Draft Parliamentary Service Commission Bill

Your Committee reviewed the draft bill and noted that the Standing Orders Committee considered the same and are now awaiting completion of the Constitutional review process to before the Bill can be presented to Parliament.

4.2.3 Proposed new changes to the Standing Orders

Your Committee were pleased to note that the majority of changes they proposed to be made to the 1996 edition of the Standing Orders were considered by the Standing Orders Committee and, subsequently, approved by the House. However, your Committee were of the view that the following should necessitate amending the Standing Orders further to strengthen them again:

1. the enlarged Estimates Committee should be regularized by codifying the practice in the Standing Orders;
2. the Standing Orders Committee should be expanded to include more back benchers and that those from the opposition parties should be appointed in consultation with their parties;
3. Sessional Committees should become Standing Committees so that membership is for the life of Parliament;
4. the Standing Orders should be amended to provide for each Bill laid on the table of the House to be accompanied by a fiscal impact statement detailing estimated costs and net revenue to pay such costs; and

4.2.4 Way forward on the accepted recommendations on the PRP II Mid-Term Evaluation Report

In December 2005 a consultant was engaged to conduct a Mid-Term Evaluation of the Parliamentary Reform Project Phase Two (PRPII). This was undertaken in order to assess the project and take stock of the accomplishments and challenges to date. The Consultant presented his findings and recommendations in his Evaluation Report.

The National Assembly studied this Report and submitted a written response to your Committee. The executive summary of the Consultant's Report and National Assembly's reaction are contained at appendix 1 and 2 respectively.

Your Committee considered the PRP II Mid-Term Evaluation Report and National Assembly reaction to it.

Your Committee agree entirely with the reaction to the report by National Assembly. Some of the proposals in the National Assembly reaction constitute our recommendations.

4.2.5 Exit Strategy: Way forward and sustainability of reforms after the donor pull-out

Your Committee note that the biggest challenge of the Parliamentary Reform Programme is to sustain the operations of the existing constituency offices and continue to expand to other new constituencies.

The Constituency Office sub-project continues to require large sums of money to operate. The donors had provided a budget of US\$1.2m, translating to about K5 Billion before the Kwacha appreciated in value. Your Committee, through its member, the Hon Minister of Finance and National Planning, requested that the Government be involved. Your Committee are pleased to report that a budget line for constituency offices is mandated in this year's Yellow Book and that the first two releases have been made which have enabled your Committee to establish twelve (12) more new offices. Once fully established, the total new offices will be forty (40).

Your Committee wish to place on record their appreciation of the goodwill shown by the Government as demonstrated by these releases of funds. If this trend continues, the programme will be sustainable.

Your Committee wish to report that, as a short term measures, they resolved to request the donors to extend the current PRP II programme, which was due up to the end December, to September 2007. Your Committee are pleased to report that the donors have agreed to extend, at no-cost basis, up to 30th June, 2007 and not September 2007.

5.0 PRP II Work plan for 2006/7

Your Committee is in the process of implementing activities on the work-plan. Notable activities are:

5.1 Capacity building for MPs and Staff

MPs

5.1.1 An orientation programme is planned to take place soon after the Parliamentary Elections to explain to the new MPs the operations of National Assembly through Departmental presentations. The MPs will also have the opportunity to have the new Standing Orders and Members' Handbook explained to them.

Staff

5.1.2 Continued training of more Budget Analysts is planned for officers in the Committee and Research departments in order to service the Enlarged Committee on Estimates as they consider the 2007 Budget. Your Committee will retain the services of a Consultant to conduct Budget Analysis Training.

5.2 Interns Programme

This is an activity where UNZA under graduates are attached to the National Assembly for (3) three months on a rotational basis amongst the Departments. The Students are involved in the routine work of the departments they are attached to. The Internship Programme is intended to expose the students to the workings of Parliament.

5.3 Bill Draft Training

Two officers from the Parliamentary Legal Department have been trained as Bill Drafters. In anticipation of increased demand on the Department, it is planned that more Bill Drafters will be trained in due course.

5.4 Committee travel in Zambia

This activity enables the Committee on Estimates to participate in the district and provincial Budget Planning meetings. Your Committee received a report last year which pointed to the fact that travel by your Committee helped them in debating more effectively during this year's Budget

5.5 Upgrade Broadcast Equipment

Your Committee has retained this activity so that, through the bi-lateral support of Denmark, who are in the basket of five donors supporting PRP II, the Parliament Radio broadcast can extend to all Provincial Headquarters.

5.6 ICT Activities

Your Committee want the National Assembly to be kept abreast with technological developments in the Information and Communication Technology area. The Local Area Network, Wide Area Network, Internet and intranet facilities, when fully developed, will ensure that the National Assembly achieves this.

5.7 Constituency Staff Workshop

In order to upgrade the level of understanding of their roles as constituency staff, this activity will continue. The staff have to know how to submit narrative and financial reports to the National Assembly for purposes of accountability.

5.8 Upgrade of the Library Collection

Your Committee, through this activity, procured 390 new book titles last year. A Book Exhibition at Parliament buildings was held in July, 2005. With this activity, it is hoped that more books will be acquired for the Library.

5.9 Publications

Your Committee has retained this activity to facilitate the many publications the National Assembly intends to produce for use by the MPs, Staff, Constituency offices and the public at large. This is one of the surest ways to bring Parliament closer to the people.

6.0 OBSERVATIONS

Your Committee wish to note that, in large measure, the Parliamentary Reform Programme proceeded satisfactorily during the course of the year. They are aware that much more needs to be done, given the goodwill of all stakeholders, including Members of Parliament, cooperating partners, the Executive and members of the Public. Your Committee wish to thank the Executive for releasing the 15% counterpart funds and funds earmarked to open new constituency offices on a timely basis, so far. Your Committee urge the Government to continue this practice to enable the Programme proceed smoothly. Your Committee are grateful to the group of co-operating partners who have shown tremendous magnanimity in making available resources that have ensured that the reform programme and PRP II in particular moves forward. These are Ireland, Netherlands, Denmark, Sweden and the United States of America, through USAID.

Comment:

We are aware, however, that donor funding to the project will be available only for the duration of the support period for PRP II which has been extended up to the end of June 2007. Thereafter, the onus will be on the Government of the Republic of Zambia to ensure the sustainability of the Reform process. Your Committee, therefore, wish to make an earnest appeal to the Executive and Members of this august House to support the continuation of the Parliamentary Reforms in Zambia by setting aside enough budgetary allocation to meet the gap to be created by the departure of donor support.

The foregoing notwithstanding, Your Committee wish to make an earnest appeal to the cooperating partners to seriously consider assisting the National Assembly in pressing ahead with the reform programme by agreeing to support a PRP III after the expiry of PRP II.

7.0 RECOMMENDATIONS

Your Committee make the following recommendations to the House:

- 7.1 there is need to hold an orientation workshop at the beginning of the new Parliament to sensitise the new and old MPs on Parliamentary Procedures and Practices;

- 7.2. more Bill Drafters should be trained to assist MPs as they come up with Private Members' Bills in future;
- 7.3. the Executive, through the Ministry of Finance and National Planning, should undertake to continue to fund the Constituency Office Sub-project and the entire Reform Process when the donor support has ended;
- 7.4. Parliament Radio should be put to full use, even when the House is not sitting;
- 7.5. the 2006 Standing Orders should be amended to provide for the enlarged Committee on Estimates to include all Chairpersons of portfolio Committees;
- 7.6. the 2006 Standing Orders should be amended to provide for Standing Committees whose life will correspond with the life of Parliament, instead of Sessional Committees;
- 7.7. the 2006 Standing Orders should be amended to provide for a more representative Standing Orders Committee where there will be more back benchers and all political parties in the House will be represented; and those from the opposition should be appointed after consultation with their parties; and
- 7.8. National Assembly implements, where possible, accepted recommendations of the PRP II Mid-Term Evaluation Report.

8.0 **CONCLUSION**

In conclusion, Your Committee wish to record their indebtedness to you, Mr Speaker, for according them the opportunity to serve on your Committee and for your invaluable advice rendered during the Session.

Your Committee also wish to express their immense gratitude to the cooperating partners and Pact Zambia, the implementing agency, for their generous and invaluable contributions to the reform programme.

Finally, Sir, your Committee wish to express their gratitude for the services and advice rendered by the Office of the Clerk of the National Assembly throughout their deliberations.

June, 2006
Lusaka

D Matongo, MP
CHAIRPERSON

APPENDIX 1
EXECUTIVE SUMMARY OF THE MID-TERM EVALUATION REPORT

1. Main Findings

1. Unlike most projects that have clearly stated activities, PRP II is unique in the sense that, although several activities and set budgets for these are provided, these are only indicative of what ultimately would be the projects portfolio. The Executing Agency (Pact Zambia) and the oversight body have been allowed some latitude in terms of what can be undertaken. This approach is meant to make the Project sufficiently flexible so that lessons learned during implementation are quickly incorporated in new short-term planning for further activities.

2. Most of the planned activities were undertaken without serious hurdles. These include the following:
 - a) *Review of the Standing Orders*: The 1998 version of the Standing Orders were reviewed and amendments effected to bring them in line with the current global trends in the practices and procedures of parliaments. The revised Standing Orders have since been published and contain a number of new innovative features that promise to improve the quality of parliamentary processes. They include the use of a secret ballot in the election of the Speaker, Deputy Speaker and Deputy; committal of bills to relevant Portfolio Committees after first reading; question time for the Vice-President every week; reduction in required period of notice for private members' motions; Parliament meeting the expenses related to the preparation of Private Bills; and Ministers required to table performance reports on their Ministries.
 - b) *Promising Constituency Offices Sub-Project*. Significant positive change has been recorded with respect to the Constituency Offices Sub-Project, showing a large number of people utilising the facilities; increased interface between MPs and their constituencies; and improved quality of MPs' responses to people's concerns that principally focus on developmental issues. The money received by constituency offices is also being spent well and accounted for.
 - c) *Committees indexing and Hearings*: Practical steps towards the realization of the outreach strategies of the National Assembly have been made aimed at publicizing the work of Parliament's Committee meetings to the public through the publication of Parliamentary Committee sittings on the Parliamentary website and in the public media. This has created greater awareness of Parliamentary activities.
 - d) *Capacity Strengthening for Oversight Committees*: In order to improve oversight and legislative functions of Parliament, relevant Committees have been strengthened through training and equipment support.

- e) *Expansion of the Parliament Radio Broadcast*: Live radio broadcast of Parliamentary debates has been extended to include all the line-of-rail towns from Chililabombwe to Livingstone.
 - f) *ICT Enhancement*: The supply of computer and other ICT facilities has resulted in the improvement of the productivity of the legislative arm of Government through enhanced interaction within the National Assembly and between Parliament and other stakeholders.
 - g) *Performance Monitoring and Reporting*: Sizeable progress has been registered at the level of monitoring the progress of Project implementation. Internal to the Project, monthly financial reports are prepared for most of the activities. Work Plans also record and report project progress in a manner that provides useful information for monitoring progress. Assessments and annual baseline surveys also provide additional relevant information for improving the efficiency and effectiveness of the Project.
 - h) *Other Important Accomplishments*: These have included the facilitation of the production and distribution of National Assembly Directory, Members Handbook, and Civil Society Directory. Bills drafting has also been supported, notably the draft Parliamentary Service Commission Bill.
3. The Mid-term Evaluation has also identified a good number of challenges that, when addressed, could further improve upon the achievements thus far attained especially when one relates the registered accomplishments to the actual *effectiveness* of the Project. The following findings are noteworthy in this regard:
- a) While the PRP II objective is realistic towards the achievement of the stated goal, the expected 'positive changes' at completion of the Project seem to be too ambitious and, hence, unrealistic considering the Project's limited time span; the magnitude of organisational reforms required; the Project management system; and the resource envelope at the disposal of the Project.
 - b) A large number of activities have been included in the Project without any evidence of *prioritisation* in the light of the available financial and human resources and the acknowledged institutional capacity frailties of the Legislature (including its independence) that, ultimately, could compromise both the content and speed of the anticipated reforms.
 - c) There appears to be no clear framework justifying what activities can be included under the Project, thus, indicating the need for a much clearer strategy for identifying which set of activities would result in the attainment of each one of the four main targeted outcomes, namely, **representative, efficient, accountable, and legitimate**

Parliament. This state of affairs has tended to give too much latitude to the Project Steering Committee to choose - and justify - what is to be included. In particular, for a capacity building project of this kind, a more prioritised approach that targets human resource development (particularly well-conceived and well-targeted training and improved human resource application), complemented by institutional capacity strengthening (including systemic restructuring) would seem to hold much promise towards the realisation of the four Project objectives.

- d) There seemed to have been insufficient time at Project design stage given to the identification of well-targeted performance indicators that are specific to the various deliverables, resulting in difficulties in any attempt to track and measure the performance of the many Project activities with reasonable precision. 4.3 Project Management and Implementation System
- e) The Project implementation structure is considered to be generally ill designed to better achieve PRP II's overall objectives. One unique aspect of PRP II is its 'dualistic' implementation structure whereby the Executing Agency is physically divorced from the institution whose capacity it aims to develop, resulting in a replication of the same roles and responsibilities between Pact Zambia and the National Assembly. Although this evaluation has not established the existence of serious rigidities at the project implementation level, the dual character of the management system could easily introduce a functional rigidity in, and operational stress upon, the smooth operations of the Project.
- f) Generally, the route through which donor money has to go through before it is accessed at the Project level seems to be long-winded and unduly extends transaction costs. It also denies the opportunity of the real recipient (National Assembly) to be in charge of the financial management processes.
- g) There is little effort to integrate the Project into the Zambian Government system and, consequently, a two-tier Project reporting system is in place.
- h) There is apparent absence during Project Steering Committee meetings of critical discussion and openness regarding how best to improve the performance of the Project. Related to this, a concern has been expressed regarding the large number of funding agencies on the Project Steering Committee and how this could compromise local ownership. It has also raised the issue regarding the degree to which those that bring financial resources to the Project should justifiably be encouraged to assume a very high stake in project decision-making and strategic direction of the Parliamentary reforms agenda.

4. In the light of the above main findings, the following are the main lessons that could be learnt from Project experience thus far:
- a) Stand-alone parallel project structures that are de-linked from the supported institutions often affect negatively the sustainability of the interventions and usually possess long-term capacity threatening implications for the recipient institutions.
 - b) When it is known ahead of time that a project will be implemented in a dynamic and fast changing environment, some arrangement and structure should be put in place to re-examine and consciously and systematically readapt at frequent intervals the orientation and expected project outcomes. This would avoid a growing divergence between the original design of the project and its actual implementation, which breeds confusion, disagreement, cynicism and frustration.
 - c) Inclusion of performance indicators in project design is essential. Moreover, what should be monitored ought to go beyond outputs to include outcomes/impact.
 - d) To facilitate smooth and functional management systems, roles and responsibilities of the various actors should be made clear with functional and reporting overlaps kept to the barest minimum. This is because duplication of structures tends to accelerate transaction costs and, consequently minimise project/programme effectiveness.
 - e) There is need to gradually integrate project management structures into the recipient's system in a way that would secure the benefits of learning by doing which results in hands-on experience among recipient personnel, itself a guarantor of project sustainability upon donor departure.
 - f) The role of the oversight body in project success is essential as it is at this level where the strategic direction of interventions gets guidance. In this respect, the mandate of steering committees ought to be clearly defined with respect to their advisory and/or decision-making functions and the extent to which they should be allowed to intrude into the day-to-day management functions.
 - g) A well-structured and transparent monitoring and reporting system is cardinal for project effectiveness. Such a system should be decentralised in a manner that allows for easier follow-up of progress by all stakeholders. Such a system also provides assurance to donors that funds are being utilized properly.
 - h) The efficacy of external assistance is better realised when donors operating in the same field collaborate and harmonise their effort and build institutional capacities of the recipient organisation. In this respect, the common "basket" arrangements are considered to be better.
 - i) Financial resources are better managed when they are specifically targeted at components that are capacity yielding. Selective, prioritised, and carefully targeted

application of resources (human, financial and technical) toward those components that enhance the project objectives is, therefore, pivotal.

2. Main Recommendations

Broad Recommendations

1. It is recommended that the Project should be extended beyond December 2006 albeit under a *different modus operandi*.
2. The need for strong political will on the part of Executive to reform and transform Zambia's parliamentary system, practices and rules cannot be overemphasised for the National Assembly on its own cannot move very far without the requisite political support at the highest level. The political will to change is also expected to come from within Parliament itself. Notwithstanding this recognition, it is equally important to be realistic about the 'political timing' and speed of the Parliamentary reforms that are being facilitated by the Project.
3. To the extent that the sustainability of any set of activities is dependant on the supported institution's organisational and human resource capacity to continue to run them, it is recommended that a review of the National Assembly is made to establish whether it is in good stead to facilitate the smooth realisation of the Project goals and objectives.
4. Support for the reform agenda is fundamental for the success of the Project. Political will from the Executive, focusing on the readiness to facilitate the growth of an independent, autonomous Parliament is fundamental.
5. To secure the sustainability of the activities that are currently being supported by the Project, the ability and willingness of the Executive to provide sufficient resources to fund the reform agenda is cardinal.

Recommendations for Remaining Part of PRP II (Up to December 2006)

1. Concerted effort should be made to minimise the adverse effects of the existing 'dualistic' PRP II management structure. This should entail the merging of the Project personnel currently housed in two different locations and answerable to different authorities.
2. To secure an effective functional management system for the Project, the roles and responsibilities of all actors should be clearly defined with functional and reporting overlaps kept to the barest minimum since duplication of structures tends to accelerate transaction costs and, consequently, minimise project effectiveness.

3. The National Assembly should gradually integrate the Project management structure into the national system in a way that would better prepare it to be handled by the National Assembly itself after December 2006. To do this better, there is need to strengthen the capacity of the National Assembly and it is here where well-targeted capacity building support from the Project ought to focus upon during 2006.
4. To the extent that it is Parliament, with support from cooperating partners, that should drive the Parliamentary reforms, it is its Parliamentary Reforms and Modernisation Committee (PRMC) that should assume an enhanced overall responsibility for Project strategies. In this regard, the PRMC, rather than the PSC, should provide oversight and direction for the healthy progression of Parliamentary reforms.
5. To undertake its oversight role more effectively, particularly in the area of strategic thinking vis-à-vis the appropriate strategy for Parliamentary reforms, PRMC should meet more frequently and, as a matter of procedure, receive recommendations from the PSC on aspects of the Project that require its approval (ideally all those pertaining to strategy, speed and substantial deviation from, or alteration of, the original mandate).
6. In order to secure the reform agenda's institutional memory and the continuity of the processes that are developed in its oversight functions, the PMRC's membership should run for the life of Parliament (i.e. five years) rather than changing every year (i.e. every session).
7. In the spirit of local ownership and the importance of securing the sustainability of the Project management and oversight structure, it is recommended that only two members representing donors sit on the PSC. It is further proposed that the Donor Group should constitute their own formalised structure through which they may coordinate their support function and speak with a more harmonised 'single voice' on their support to Zambia's Parliamentary reform programme.
8. The Project should work out a more transparent and inclusive mechanism for reviewing and altering agreed activities in the light of the changing circumstances.
9. A Project Management Committee (PMC) should be established to replace the National Assembly PRP Liaison Team/Pact Zambia PRP Management Team.

Recommendations for Post 2006 Period

1. It is recommended that the Project is extended beyond December 2006 as *Parliamentary Reform Programme Phase three* (PRP III). Considering the magnitude and diversity of the

activities that are required to accomplish the desired outcomes, it would be appropriate to see the interventions as a '*Programme*' rather than a Project.

2. The PRP II *modus operandi* should end with the current phase and a comprehensive redesign of the Parliamentary Reform agenda undertaken to prepare ground for PRP III. It is proposed that the redesigning process be commissioned around mid-2006 by the National Assembly in collaboration with likeminded donors. This process should be preceded by the finalisation and/or approval of the Strategic Plan for the National Assembly that shall inform both the strategies and the activities to be adopted. PRP III should run for five years.
3. Serious effort and substantial resources should be invested under PRP III towards those areas that strengthen the oversight and independence of Parliament to enable the Legislative arm of Government to enforce high standards of integrity. This should include the enactment of the Budget Act and ensuring that the financial oversight function of Parliament, in general, and that of the Public Accounts and Estimates Committees, in particular, are enhanced. It also includes support the establishment and institutional capacity building for the proposed Parliamentary Service Commission (once established). Other activities for inclusion in PRP III are as follows:
 - a) Supporting the enhancement of the Office of the Auditor-General in order to secure public accountability.
 - b) Empower relevant Committees to understand better the workings of the public expenditure management systems.
 - c) Strengthening the capacity of Parliament to secure timely submissions of the Executive's audited financial accounts.
 - d) Ensuring that the Executive facilitates an effective and credible budget preparation process
 - e) Strengthening the capacity of Parliament to effectively monitor national budget execution.
 - f) Facilitate the development of an effective Government procurement system and ensure that the national legislative framework for procurement is intimately linked to the Government's anti-corruption measures.
4. The oversight responsibility for PRP III should be deposited in the Parliamentary Reforms and Modernisation Committee.

5. In the spirit of securing its sustainability, PRP III should be fully integrated into the management structure of the National Assembly in a way that would secure its ownership by the Parliament.
6. The roles and responsibilities of the Project Coordinator should be redefined to make the office assume more managerial authority and directly accountable to the Clerk of National Assembly or her/his designate. Ideally, the advisory input that any advisors that National Assembly may wish to hire should be routed through the Programme Coordinator who should be allowed to superintend over the Programme.
7. In order to reduce transaction costs and enhance efficiency and effectiveness in the application of resources, the route through which money passes before it is accessed at the level where activities take place should not be shortened. In this respect, it is recommended that all donors supporting the Parliamentary reforms try, as much as possible, to operate under a single unified framework within which their resources shall be pooled in a common basket and responding to the agreed Programme activities. Donor contributions to the PRP III activities should go directly into a dedicated Programme account that would be managed by the National Assembly.
8. The redesigned Programme, under the guidance of the Programme Steering Committee, should put in place a well-structured and transparent monitoring and reporting system that is decentralised in a manner that shall allow for easier follow-up of progress by all stakeholders. The monitoring system should be linked to effective reporting mechanisms for frequent briefing and exchange of views among all the parties and stakeholders.
9. Well-targeted performance indicators should be developed for PRP, ensuring that it is not *outputs* that should be the principal focus of project monitoring for these only give an indication of what was done (which could merely reflect the *efficiency* with which the chosen activities were undertaken). Rather, it is performance indicators that target *outcomes* that ultimately give an indication of project *effectiveness* towards attaining the stated objectives and, thus, programme *impact*.

When Pact Zambia considers its *exit strategy* during 2006, great care should be taken to provide for the smooth transfer of responsibility to the National Assembly, stating exactly what this would mean. How and when this transfer will take place should be indicated, as well as any preconditions that ought to be addressed to secure continuity. Furthermore, an effective mechanism must be established to monitor the transfer of responsibility.

APPENDIX 2

NATIONAL ASSEMBLY REACTION TO THE MID-TERM EVALUATION REPORT

1.0 PREAMBLE

The Mid-Term Evaluation of the Parliamentary Reform Project Phase Two (PRPII) was undertaken to assess the project and take stock of the accomplishments and challenges to date. The Consultant has presented his findings and has advanced a number of recommendations in the Evaluation Report. The National Assembly of Zambia has studied the Report and the recommendations. The Institution's reaction is presented below. The findings are noted but comments have been made on some of them. However, comments have been made on each of the recommendations.

2.0 PROJECT OBJECTIVES, STRATEGIES AND ACTIVITIES

- Page 15: Box 1

The gender of the area Member of Parliament should have been included in the description of the constituency offices. Gender is part of the criteria that was used in selecting the constituencies in which offices were to be opened.

- Page 19: Project Monitoring and Reporting

The Project Document states what the indicators of project success are. The Baselines were developed by the National Assembly/Pact Zambia Liaison Team, based on these indicators, as a way of ascertaining the results of the project activities.

3.0 MAIN FINDINGS: ACHIEVEMENTS

- Page 24: ICT Enhancement

The consultant states in his report that "The internet connectivity through the Project-funded Local Area Network should significantly improve the regular flow and exchange of information...."It should be clarified that the Local Area Network at the National Assembly was not funded by PRPII. The Project only funded the internet connectivity.

- Page 25: Performance Monitoring and Reporting

The Consultant has criticized the IDASA Baseline Report of 2004 as being "...woefully thin on the interpretation of the results..." It should be understood that the IDASA report only sought to establish baselines against which indicators of Parliament being more accountable, representative, and effective, could be measured. Therefore, interpretation of results was not required at this stage as the survey was conducted to establish data against which future results would be compared.

- Page 26: Drafting of Bills

The report has listed the Civil Society Organisations (CSOs) Directory as a bill that has been drafted with the assistance of the Project. This Directory is not a bill. It is a listing of CSOs that are linked to the various Committees. Therefore, the CSO Directory should be listed as a separate achievement of the Project.

4.0 MAIN FINDINGS: OUTSTANDING CHALLENGES.

4.1 Project Design

The report itemises five aspects of the project design which, as far as the consultant is concerned, seem to complicate the measurement of project effectiveness. The National Assembly notes these observations but wish to comment on each one of them as follows:

- *Expected "Positive changes" at completion of the Project seem to be too ambitious and unrealistic:*

Comment: The aim of PRP II is to make move towards the goal of creating a "REAL" Parliament. The three years is not adequate to fully attain this goal.

- *For the expected outcomes/results of the Project, there appears to be no framework for justifying what can be included, save for the specification that it is the Project Steering Committee that is in charge of the selection of activities.*

Comment: The consultant does not specify how the selection of activities should be done. It would also have been helpful if examples of how the activities could have been better linked to the outcomes.

- *A road map clearly articulating how the activities and their outputs would collectively lead to the final outcomes is missing.*

Comment: The Project document endeavours to show how the Project activities will lead to the attainment of the expected results (project goals). It also sets out the performance indicators that will be used to measure the success of activities. Further, the baselines are used to show the results of the activities in achieving the qualitative goals.

- *Financial resources are better utilised when they are specifically targeted more at components that are capacity yielding than towards broad based functional/operational activities.*

Comment: Activities are in fact specific and targeted. Training is targeted at specific areas. Because of the nature of the business of Parliament, however, training entails attachments to other Parliaments rather than formalised “classroom” training. The staff that are selected for training are from departments that have been identified by the Project as requiring capacity building in order to make Parliament more “REAL”.

- *Sufficient time should have been invested in the identification of well-targeted performance indicators that are specific to the various deliverables*

Comment: Stage I of the Parliamentary Reform Project which ran from November 2002 to October 2003 was dedicated to developing appropriate goals, vision and approaches to the reforms. The result of this process was the Project Document which specifies the goals of the Project and what performance indicators would define success or failure. The baselines also provide indicators on the various project outcomes.

4.2 Project Management and Implementation System

The consultant has stated that PRPII has a “dualistic” implementation structure which has led to a replication of roles between Pact Zambia and the National Assembly. The report also sets out a number of findings that the consultant feels require attention to ensure that the Project is effective and sustainable. The National Assembly concedes that a dualistic structure does exist and that it

makes the route of channelling funds to project activities long winded and as a result increases transaction costs. However, this can only be addressed after the end of PRP II.

The National Assembly notes the consultant's statement on page 30 point 2 that it needs to consider positively the challenge of managing its contribution to the funding of the Project.

The consultant states on page 32 of the report that his findings indicate that there is a "...strained working relationship between the National Assembly management and some senior Pact Zambia personnel. The National Assembly takes note.

5.0 RECOMMENDATIONS

5.1.0 BROAD RECOMMENDATIONS

5.1.1 RECOMMENDATION 1

It is recommended that the Project should be extended beyond December 2006 albeit under a different modus operandi.

REACTION

National Assembly agrees that the Parliamentary Reform Project (PRP) should continue beyond December 2006. This is necessary because some of the 73 Parliamentary Reform recommendations have not been fully implemented while others have only been partially implemented. In this regard, the National Assembly will still need the invaluable support of the Donors under PRP II. For example, the first recommendation is that each Member of Parliament should have a constituency office located in his or her constituency. However, only 28 out of 150 Members of Parliament have these offices. There will however, be need for the National Assembly to conduct a comprehensive audit on how far the 73 recommendations have been implemented. Thereafter, prioritisation of implementation will have to be determined.

The aspect of the *modus operandi* to be used to implement the project is a crucial one. Issues that need to be considered include, among others:

- Funding for the project should be going directly to the National Assembly. The current practice in project support to government is that donors contribute to a common pool

which is controlled by the recipient organisation. This “basket funding” is in line with the principles of Harmonisation In Practice.

- Rules regarding how funds are accounted for should be agreed upon in advance. In any event, rules of Government and, where applicable, National Assembly should apply.
- Policy setting should be the preserve of the National Assembly through the Parliamentary Reform and Modernisation Committee (PRMC) after consultation with other stakeholders.

5.1.2 RECOMMENDATION 2

The need for strong political will on the part of Executive to reform and transform Zambia’s parliamentary system, practices and rules cannot be overemphasised for the National Assembly on its own cannot move very far without the requisite political support at the highest level. Notwithstanding this recognition, it is equally important to be realistic about the ‘political timing’ of the Parliamentary reforms that are being facilitated by the Project. The fact that the Republican Constitution is currently undergoing review while the Project is on course means that a number of decisions and actions that are dependant on a revised Constitution may have to await the finalisation of this Supreme Law. At the Project design stage, it was assumed that a new Republican Constitution would be completed by mid-2004. However a new twist has been introduced by the fact that, as 2005 comes to a close, the completion of the constitutional review process is not yet in sight, let alone the new Constitution itself. The implications of this delay for the Project are evidently significant and the need to adjust the level of expectations of what can be accomplished within the remaining lifetime of the Project is obvious.

REACTION

It is true that some of the activities under PRPII have been constrained by the Constitutional review process. These are the establishment of a Parliamentary Service Commission and the Budget Bill. However, the Draft Constitution provides for the establishment of a Parliamentary Service Commission. There is also provision in the Draft Constitution for Parliament to enact a Budget Act. The Executive’s interim response to the Draft Constitutional Review Commission Report has been positive vis-à-vis these provisions. Further, regarding the Parliamentary Service Commission, the Executive had stated that the provisions on the administrative aspects of the Commission can be done through an act of Parliament. This indicates that the Executive possesses the political will necessary to see parliamentary reforms. It should be stated, however, that the due process of the Constitutional Review should be allowed to take its course.

Regarding the constituency offices, there was a directive from the Executive to all local authorities to provide office space for this purpose. As a result of this, 28 constituency offices have been

opened so far. 15 of these are accommodated by City/Municipal/District councils while 4 are in government buildings. This shows that the reforms are, by and large, supported by the Executive.

The need for political will is also important because funding for the reforms after the Donors pull out will necessarily have to come from the national treasury.

The National Assembly agrees with the recommendation.

5.1.3 RECOMMENDATION 3

To the extent that the sustainability of any set of activities is dependant on the supported institution's organisational and human resource capacity to continue to run them, it is recommended that a review of the National Assembly is made to establish whether it is in good stead to facilitate the smooth realisation of the Project goals and objectives, guided by the five categories of the 73 Parliamentary Reforms recommendations, namely:

- a) How best to reform the Committee system so as to strengthen the Parliamentary oversight function;*
- b) Enhancement of the legislative process through, inter alia, the involvement of the citizens;*
- c) Improvement in the administration of the National Assembly;*
- d) Strengthening of the support services for MPs; and*
- e) Improvement of constituency-MPs relations.*

REACTION

A project office has been established at National Assembly. This has improved the implementation of project activities from the National Assembly side. However, there is need to look at the project office and empower it in terms of numbers and further training of the project staff if they are to adequately facilitate the implementation of reforms. For example, the aspect of project monitoring and evaluation is not included in the terms of reference of the project office. This should be included and the project office restructured accordingly. The role of the Advisors should be harmonised and be attached to the Project Office at the National Assembly. The restructuring of the Project Office will have to take this into account and ensure that the job descriptions of the Advisors are reviewed. Further, the National Assembly has completed formulation of a Strategic Plan whose implementation will entail restructuring and repositioning of some departments.

The National Assembly, therefore, agrees with the consultant's recommendation.

5.1.4 RECOMMENDATION 4

The sustainability of the activities that are currently being supported by the Project is dependant, to an overbearing degree, on the ability and willingness of the Executive to provide sufficient resources to fund the reform agenda. In particular, the Constituency Offices sub-project is unlikely to be sustainable unless the government allocates sufficient resources to this important component on the parliamentary reform agenda. External support is also expected at this level.

REACTION

The National Assembly has included the Constituency Sub-Project in its mainstream budget proposal to government. Based on the current positive political will, there are indications that funds will be allocated in the national budget for this. It has to be admitted though, that under the current conditions, the National Assembly cannot sustain the Constituency Offices. Therefore, it is important to court more donors for this activity to beef up the funding that will be provided by government.

The National Assembly agrees with the recommendation.

5.2 RECOMMENDATIONS FOR THE REMAINING PART OF PRPII (UP TO DECEMBER 2006)

5.2.1 RECOMMENDATION 1

National Assembly, donors and Pact Zambia should be wary of the capacity and sustainability-threatening effects of stand-alone parallel project structures that are divorced physically and operationally from the recipient institution. In this regard and in line with the principles of harmonisation, coherence and alignment, concerted effort should be made to minimise the adverse effects of the existing 'dualistic' PRP II management structure. This should entail the merging of the Project personnel currently housed in two different locations and answerable to different authorities. The degree to which this could be enforced has to be aligned to the existing facilities and contractual arrangements that currently govern the Pact Zambia-National Assembly relationship.

REACTION

The National Assembly acknowledges the consultant's recommendation that a "dualistic" structure does exist and has had adverse effects on project implementation. The structure is such that there is a Project Manager at Pact Zambia and a Project Coordinator heading the Project Office at National Assembly. For certain activities to take place, such as workshops for Members of Parliament or staff, the Project Coordinator has to get approval from the Clerk of the National Assembly. Thereafter, a request is made to Pact Zambia to either make arrangements or process payment, as the case may be. Presumably, another approval process is followed within Pact Zambia. This process of obtaining authority within National Assembly and then at Pact Zambia does, sometimes, tend to take long thereby impacting negatively on the implementation process.

In certain instances, there has been confusion on who should undertake certain tasks between Pact Zambia and the Project Office at National Assembly. The Project Office is sometimes requested to undertake certain tasks that it expects Pact Zambia to do and in other cases Pact Zambia does some tasks that the Project Office is supposed to do. For example, at one time the activity of renovation of Constituency Offices stagnated because it was unclear who was supposed to be doing what. Therefore, it is necessary to clearly spell out where Pact Zambia's tasks end and where the Project Office's tasks begin. This needs to be done as merging the two sets of personnel is untenable.

5.2.2 RECOMMENDATION 2

To secure an effective functional management system for the Project, the roles and responsibilities of all actors should be clearly defined with functional and reporting overlaps kept to the barest minimum since duplication of structures tends to accelerate transaction costs and, consequently, minimise project effectiveness. In this regard, it is recommended that the delineation of functions should be better clarified at the following levels:

- a) The day-to-day functions of the PRP Project Coordinator and that of the PRP Project Manager should be clarified.*
- b) The day-to-day operational relationship between the Senior Advisor and the PRP Project Manager ought to be better defined to the extent that some of her responsibilities seem to overlap with those of the Senior Advisor whose duties, albeit on part-time basis on the Project, go beyond advisory services to include operational tasks. Similarly, the advisory functions of the National Advisor also ought to be better defined with respect to how best to synchronise them with those of the Senior Advisor and the PRP Project Manager. This would reduce*

the operational distance, real or potential, that could be created between these strategic Project officers especially considering the fact that while the advisors are directly answerable to the Pact Country Representative, the PRP Project Manager reports to the Pact Zambia Programme Director.

- c) *The line of command between the PRP II Project Manager and the beneficiary institution (National Assembly) ought to be reviewed and streamlined. Presently, the administrative route through which the Project Manager interlinks with the Clerk of the National Assembly (or her designated deputy/assistants) in her day-to-day functions is rather blurred. It is important that the Project's reporting structure actually acknowledges the supremacy of the Office of the Clerk of National Assembly vis-à-vis the Project Manager's reporting protocol. In the absence of this, a superstructure has been created whereby the Project Manager, to the extent that she is only answerable to Pact Zambia (as per her Terms of Reference), is operationally distanced from the recipient institution whose parliamentary reform activities she is hired to manage. A similar issue could be raised with respect to the Project Advisors that, by contract stipulation, both report to Pact Zambia and not to the National Assembly. This state of affairs has introduced functional rigidities in the operational interface between Pact Zambia and the National Assembly.*

REACTION

The National Assembly agrees with this recommendation. There is need to create a reporting link between the PRP/ACI Manager and the Clerk of the National Assembly. Currently, the Project Manager only reports to the Pact Zambia Country Representative while the Project Coordinator at the National Assembly Project Office reports to the Clerk. Therefore, the PRP/ACI Manager should give the Pact Zambia Country Representative and the Clerk of the National Assembly the same reports since the latter is the Chief Executive of the beneficiary institution. For example, all contracts for purchase of equipment under the project have been signed by Pact Zambia and the suppliers. National Assembly should be availed with copies of all contracts before they are signed. As a result, the organisation does not know, for example, what type of warranties or guarantees are contained in these contracts.

5.2.3 RECOMMENDATION 3

It is recommended that the National Assembly gradually integrates the Project management structure into the national system in a way that would better prepare it to be handled by the National Assembly itself after December 2006. Notwithstanding this, there is need to strengthen the capacity of the National Assembly and it is here where well-targeted capacity building support from the Project ought to focus upon during 2006. It is, therefore, expected that the 2006 Work Plan reflects this priority

REACTION

The Project Office has been established as a Department of the National Assembly. Its hierarchy is structured in the same manner as any other department of the Institution. There is need to include in the exit strategy a methodical process of knowledge transfer from Pact Zambia to National Assembly. This should be done, preferably, during year 3 of the project and not in the form of a “hand over” report at the end of the project. The National Assembly and Pact Zambia will have to come up with an exit strategy.

The National Assembly agrees with the recommendation.

5.2.4 RECOMMENDATION 4

To the extent that it is Parliament, with support from cooperating partners, that should drive the Parliamentary reforms, it is its Parliamentary Reforms and Modernisation Committee (PRMC) that should assume an enhanced overall responsibility for Project strategies. In this regard, the PRMC, rather than the PSC, should provide oversight and direction for the healthy progression of Parliamentary reforms. Additionally, PRMC should also complement PSC in ensuring coherence and harmony between the PRP II activities and those being undertaken outside the Project structure

REACTION

The National Assembly agrees with the consultant that the Parliamentary Reform and Modernisation Committee (PRMC) should assume an enhanced overall responsibility for project strategies and policy. This Committee has the mandate to ensure that reforms take place. It is this Committee that reports to the House on progress made in implementation of the reforms. Therefore, it is imperative that the PRMC determines the direction and speed that the reforms

take. Having stated this, it should be mentioned that such an undertaking requires a high level of commitment on the part of the members of this Committee. The poor attendance of some members (particularly Ministers) at meetings is cause for concern.

The PSC is a sub-Committee of the PRMC, at a technical level.

5.2.5 RECOMMENDATION 5

To undertake its oversight role more effectively, particularly in the area of strategic thinking vis-à-vis the appropriate strategy for Parliamentary reforms, PRMC should meet more frequently and, as a matter of procedure, receive recommendations from the PSC on aspects of the Project that require its approval (ideally all those pertaining to strategy, speed and substantial deviation from, or alteration of, the original mandate). To do this more effectively, PRP II should technically and financially support part of PRMC's facilitative functions. The form of support should include the commissioning of policy briefs that could help the Committee to better structure its strategic thinking on the way forward with respect to content, speed and sequencing/prioritisation of Parliamentary reforms. The implication of this is that PSC should assume less decision-making responsibility for the course and substance of the Parliamentary reform Agenda in order to allow Parliament take fuller control of strategic direction and oversight over the Parliamentary reforms, guided by the agreed 73 recommendations.

REACTION

National Assembly agrees with this recommendation, keeping in mind the discussion under recommendation 4 above, but go further to state that there seems to be an impression that the PRMC is only concerned with PRP. This impression has to be dispelled as the PRMC is a permanent Committee of the House which deals with the reforms and modernisation of Parliament in general, of which PRP is just a part. The Committee will continue to exist after PRPII.

5.2.6 RECOMMENDATION 6

As a consequence of (5) above, the mandate of the Project Steering Committee should be clearly specified with respect to its advisory and/or decision-making functions. Specifically, the power of PSC to define and re-define the objectives, strategies and activities of the Project needs to be better aligned to the oversight function of the PRMC. Consequently, PSC should submit to PRMC

for consideration and approval any substantive changes to the Project Document and to the agreed strategies

REACTION

Following the discussions under recommendations 4 and 5 above regarding the PRMC vis-à-vis the PSC and PRP, it is important that these recommendations are implemented as soon as possible to ensure that the rest of PRP II is implemented more effectively.

5.2.7 RECOMMENDATION 7

In order to secure the reform agenda's institutional memory and the continuity of the processes that are developed in its oversight functions, the PRMC's membership should run for the life of Parliament (i.e. five years) rather than changing every year (i.e. every session)

REACTION

The National Assembly takes note of the consultant's recommendation. The Standing Orders provide for sessional committees. This means that the committees of the House disband upon submission of their reports to the House at the end of each session. The Committees are then reconstituted in the next session. However, there is a general understanding on the need for continuity which has to be weighed against the need to expose Members of Parliament to different issues in the five year period.

5.2.8 RECOMMENDATION 8

In the spirit of local ownership and the importance of securing the sustainability of the Project management and oversight structure, it is recommended that only two members representing donors sit on the PSC. Furthermore, to make the PSC more inclusive of the other stakeholders that are partners in the Parliamentary reform agenda, at least one member should be invited from civil society/non-state actors

REACTION

The National Assembly agrees with the recommendation that fewer members representing donors should sit on the PSC. However, The National Assembly disagrees with the recommendation that one member of civil society should sit on the PSC. While one of the aims of

the reforms is to increase the interaction between Parliament and the Civil Society, it is not necessary to include the latter at the PSC. The PSC is a technical partnership committee between the National Assembly and the donors in which civil society have no role.

5.2.9 RECOMMENDATION 9

In the light of Recommendation (8) above, it is proposed that the Donor Group should constitute their own formalised structure through which they may coordinate their support function and speak with a more harmonised 'single voice' on their support to Zambia's Parliamentary reform programme

REACTION

The National Assembly takes note of this recommendation. However, it is up to the Donor group to make a decision on this.

5.2.10 RECOMMENDATION 10

The Project should work out a more transparent and inclusive mechanism for reviewing and altering agreed activities in the light of the changing circumstances, focusing on the Project's original development and immediate objectives

REACTION

The National Assembly notes this recommendation. The structure through which agreed activities are reviewed and altered is clear and transparent. This mechanism commences with discussion at the National Assembly/Pact Zambia Liaison Team Meeting and thereafter referred to the PSC for consideration. The PSC subsequently submits to the PRMC. However, there have been instances when certain actions have been taken which have tended to compromise transparency in implementing decisions or measures agreed upon by the Liaison Team. In some cases, delays have occurred in finalising agreed activities as a result.

5.2.11 RECOMMENDATION 11

A Project Management Committee (PMC) should be established. It should take over the responsibility of the National Assembly PRP Liaison Team/Pact Zambia PRP Management Team. Management decisions that are made during PMC should be binding. Where there is reason to

believe that insufficient information was enlisted prior to the decision taken, such decisions should, as a matter of conventional procedure, be referred back to the Committee for reconsideration

REACTION

The National Assembly takes note of this recommendation. However, it can only be considered after the end of PRPII.

5.2.12 RECOMMENDATION 12

The frequency of the National Assembly PRP Liaison Team/Pact Zambia PRP Management Team (currently every week) is not justified and tends to unduly take up too much time from Project management staff that is expected to concentrate on the actual management of the Project. It also breeds indecision as Project managers tend to refer straightforward issues to the weekly meetings, something that is reported to have perpetuated the micro-management of professionals. In this regard, it is recommended that PMC meets at least once a month to provide overall guidance to the Project management team

REACTION

The National Assembly agrees with the observation that the Liaison Team meets too frequently. This has meant that there has, sometimes, been little time to implement decisions made by the Liaison team before the next meeting. Frequent meetings have sometimes also led to confusion in activity tracking. In this regard, it is therefore the National Assembly's position that the proposed PMC should meet whenever necessary but not less than once a month.

5.2.13 RECOMMENDATION 13

It is important that the interaction among those that support the Project is informed by the current thinking regarding ownership consideration and the changing global architecture in the area of donor-recipient interface. In this respect, all parties to the Project ought to recognise that the efficacy of external assistance is better realised when donors operating in the same field collaborate and harmonise their effort and build institutional and human resource capacities of the recipient institutions. In this respect, common "basket" arrangements are considered to be better for project effectiveness. Consequently, all donors supporting the Project are urged to join the common pool and to ensure that the modalities that they employ take into account the Zambian

systems. Where capacity limitations are observable, the preferred approach should be to strengthen those capacities rather than to set parallel operational structures that are capacity-threatening in a way that compromises project sustainability.

REACTION

The current trend in project support to government is that donors contribute to a common pool which is controlled by the recipient organisation. This "basket funding" is in line with the principles of Harmonisation In Practice. It is, therefore, necessary that donor support for reforms at Parliament be structured in the same way. It is worth noting that most of the donors on PRPII use this basket funding approach on other projects like the Public Expenditure Management and Financial Accountability (PEMFA).

The National Assembly agrees with the recommendation. However, it may not be feasible to effect this change in PRPII.

5.3 RECOMMENDATIONS FOR POST 2006 PERIOD

The recommendations under this heading have been duly noted. These will be considered when detailed planning for the period is undertaken.

