



## **WORKPLAN FOR THE 2<sup>ND</sup> YEAR**

### **(Excerpts of Intermediate Report May 2005 – April 2006)**

#### **11.1 General Remarks**

**Among the four objectives of the project** (1. Strengthening democracy and human rights, 2. Reinforcing modern parliamentary practice, 3. Reinforcing gender awareness and gender equality and 4. African-European and intra-African sharing of parliamentary experiences) **priority should be given to the second objective.** Given the actual desolate situation of the two chambers of the parliament,

- the lack of knowledge and experience of parliamentary praxis by most of the Senators and Deputies,
- the lack of a functioning organisation of the parliament due to outdated or non-existing regulations and guidelines and unskilled staff of the parliamentary administration,
- the lack of a minimum of technical infrastructure for efficient work of the MPs,

it is obvious, that in none of the three other objectives sustainable results can be achieved if not on the basis of a substantial increase of the working capacity of the parliament and the capabilities of its members and key support staff.

Within the first year some basic orientation on parliamentary procedures for the members of parliament and for key staff of the administration has taken place and a handbook on Law drafting and Legislation, taking in account the specific situation of Liberia, has been drafted under the second objective of the project. The outcomes of these activities and recommendations in the respective mission reports provide valuable tools for an **intensified, structured and result oriented input in this field in the second project year.**

Further to this main focus of the activities in year two **follow up activities** on the workshops conducted in the first year should be organized in the fields of

- (1) **Post conflict governance issues** and the role of the parliament and its members in promoting peace and security (under objective 1. Strengthening democracy and human rights) and on
- (2) How to **implement the strategies and recommendations worked out in the gender workshops** during the first year (under objective 3. Reinforcing gender awareness and gender equality).
- (3) Finally the programme of several **study tours to Europe and to African countries** (originally six study tours to Europe and three to Africa were included in the project application) **shall be stopped after the second tour to Europe in month 13 of the project as it became obvious, that the participants were could not benefit from such activities both because of the knowledge level and their attitude.**

The **internal monitoring system and procedures** of the project have to be substantially upgraded and strengthened, taking in account the proposals listed on page 25 and 26 of the First Internal Evaluation Report on the project from April 2006. Based on the indicators mentioned there one senior project staff member should be in charge of preparing a short internal report for the Project Manager, the Project Director and the KAS offices involved in the supervision of the project every month on the progress of the project implementation measured by these indicators.



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The **breakdown of costs** occurred in the project has to be done on a monthly basis resulting in a report for the mentioned group (Project Manager, Project Director and the KAS offices involved in the supervision of the project) with clear indication of potential or actual overspending in the different subheadings of the budget and with indications on potential future problems.

## **11.2. Approach and conditions**

There are several conditions for the successful continuation of the work of the project in the second year:

**11.2.1 Selection of key fields due to limits of time and budget:** Two years and a budget of 2 Mio Euro do not provide the opportunity to address all the mayor shortcomings and deficiencies of the parliamentary work in Liberia after many years of unrest and civil war. Therefore the activities in the project have to focus on a few key fields of parliamentary structures and procedures, where successful reforms and capacity building can be achieved within short time and which increase the general ability of the parliament to play its role in the emerging democratic process in the country. In these key fields activities have to be intensive, structured and extended enough to lead to substantial changes as well as gains of knowledge and skills.

**11.2.2 Cooperation with Chamber-Presidents, heads of parliamentary administration and heads of parliamentary parties:** The activities targeting the capacity and efficiency of the parliamentary work can only be successful, if they are understood not only as agenda of the EC/KAF project, but as a key part of the official reform agenda of the parliament itself. Therefore the design and the implementation of these activities have to be realised in close partnership with the presidents of the two chambers of parliament, their deputies and the Secretaries General of the Senate and the House. Furthermore they need to be openly supported by a clear majority – if not all – of the leaders of the parliamentary parties and political factions represented in the parliament. Their regular involvement has to be a continuous concern of the project management.

**11.2.3 Careful selection of personnel to be qualified, incentives and motivation, sustainability:** The training and capacity building efforts of the project for quantitative and qualitative reasons cannot include all the standing and incoming staff of the parliamentary administration, the parliamentary parties and the offices of the MPs. They have to focus on key staff members and experts using partly the method of training of trainers. There has to be a very careful process in close cooperation with the leaders of the parliament and of the political forces represented in the two chambers of identifying these key persons, taking in account their professional capacity, their motivation and their actual or future role in the support of the parliamentary work. Furthermore incentives have to be organized for the participants – like certificates, professional promotions or offering of long term contracts – in order to ensure their regular and successful participation. The flat-rate reimbursement of the subsistence costs should allow them to attend the training courses and seminars without getting under pressure due to loosing revenues, which they normally have to earn beside the poor payment for their regular jobs in order to finance their and their families life. The project management shall try to work out with parliamentary and political leaders a concept to promote the staff members and experts qualified within the project to continue working with the parliament and not to leave to lucrative jobs outside after being qualified. Whole the month 14 of the project should be used to work with the respective decision makers on these pre-conditions (mentioned here under 2 and 3) of a successful realization of the reform- and capacity building activities for the parliament in the project.



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**11.2.4 Institutionalization of reforms and achievements:** The efforts of capacity building and qualification are normally addressing persons – MPs as well as parliament's staff and experts - which will leave their positions after some years. In order to achieve a sustainable increase of quality in parliamentary work it is necessary, to institutionalize as much as possible the reforms and achievements within the project work. Therefore the input of the capacity building and training courses should lead to binding working or qualification guidelines of the parliament. New, more efficient and effective structures and procedures have to be secured in internal regulations or even the reformed and updated statutes of the two chambers. Before the detailed planning of each and any activity in the project is conducted in co-operation with the representatives of the parliament and the different partners and stakeholders, this issue of sustainability has to be discussed and has to become a part of the respective activity. The monthly internal monitoring report has to focus on the information about the realization of these measures to achieve sustainability.

**11.2.5 Detailed coordination and share of work with other international donors cooperating with the Liberian Parliament:** There are several programmes and projects of support from international donors for the new Liberian Parliament, which need to be coordinated and harmonized in order to avoid overlapping and contradicting assistance. The newly established committee with members from both chambers of the parliament in charge of the reform agenda of the parliament and the cooperation with the donor community needs to be supported and strengthened. It is necessary to ensure a concerted, harmonized and not overlapping input of support and capacity building from the different donors and the step by step building up of local ownership on the Liberian side.

**11.2.6 The selected fields for the project input:** The process of gathering information and analysing plans on support for the Liberian Parliament from other international donors is not yet finalized. Therefore some of the following fields of activities might be cut out from the final second year work plan of the project if it can be confirmed, that other donors are ready to start well structured and targeted support projects in these fields within the very next time. However as most of the problems and reform issues addressed below are quite complex and the necessity for capacity building quite big, there could also be the option of cooperating with other international donors in one or some of the fields with a detailed joint concept of division of responsibilities and input.

**11.2.7 The risks of the chosen approach:** The Liberian environment contains high risks for the approach chosen for the activities in the second project year. Namely the impact of the years of cruel fighting still alive in the mind and attitudes of the members of parliament as well as the nearly total lack of knowledge and experience at the majority of the MPs might produce long phases of discussion and huge difficulties to find and to implement solutions for the new structures, procedures and effective working of the parliament. Therefore the timetable set in the description of activities below might be too ambitious, and some of the necessary reform steps and measures even might not be possible at all during the lifetime of the project. However there seems to be no alternative strategy for the input of the project in this highly important first year of the newly elected parliament than to focus on a coherent systematic building up of the necessary structures and procedures of parliamentary work in order to make it capable to play its role in the emerging democracy in Liberia. Even if some of the reform steps envisaged in this project will not be formally finalized at the end of the project the existence of concepts and of qualified actors for the further process of continuing and institutionalizing the reforms will justify the efforts and the resources spent by the project.

### **11.3. Detailed description of activities**



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**11.3.1. Strengthening democracy and human rights:** The parliament and its electorate/post conflict governance issues and the role of the parliament and its members in promoting peace and security

Further to the key issue of strengthening the capacity of the parliament and its support structure as a central measure to strengthen democracy and human rights in Liberia the project shall contribute to this general objective in the second year with the following activities:

Due to the fresh experience of an open and vivid election campaign the members of the Senate and of the House of the Liberian Parliament are well aware about the importance of their relations to the constituencies and the people they are representing. However the technical and infrastructure conditions in the country as well as the lack of knowledge and skills on effective work in the constituencies create big obstacles for the newly elected MPs to fulfil this basic function of parliamentarians. Within the framework of the project for this purpose the following activities have to be scheduled:

- Round-Table on international experiences and the specific Liberian situation for the work of the MPs in their constituencies to be organized in month 17 of the project.
- Two workshops shall be organised outside Monrovia with parliamentarians (one with a Senator, one with a member of the House) in their constituencies, with representatives of civil society and the electorate in these constituencies, providing information on the work of the parliament to the constituency representatives and offering the opportunity for an exchange of ideas on how to organize in the future the communication between the electorate and the Senator/Member of House. These workshops have to be prepared carefully, assisting the members of parliament selected for these workshops with written documents and – if possible – some simple video-clips on the role and work of the parliament and with examples of constituency work of parliamentarians from other African countries. The discussions and outcomes from these workshops have to be collected and printed in small brochures and distributed to all members of the two chambers of the Liberian Parliament. The workshops shall take place in month 20 of the project. There is no need of involvement of foreign experts.
- One-week training courses for selected staff members of the 94 MPs on constituency work of MPs and the organisation of offices and contact points in the constituency in month 21.

Purpose of the activities: Orientation documents on constituency work of Senators and members of the House are printed and distributed to all members of the Liberian Parliament. The MPs can rely in their constituency work on at least one member of their staff, qualified in this field.

Expert days: 18 international expert days, (16 in Liberia)

30 days local experts

Budget: 38,662 Euro

- A workshop on post conflict governance issues and the role of parliaments in supporting peaceful conflict management shall be organized in Monrovia in cooperation with the Kofi Annan Centre in Accra/Ghana in month 17 of the second project year. Six African experts shall be involved.
- In a follow up workshop in Monrovia in month 18 recommendations shall be drafted on the future role and activities of the parliament and of parliamentarians in Liberia in supporting reconciliation and peaceful conflict management. These recommendations shall be presented in plenary sessions of the two chambers and approved as guidelines for the parliamentary involvement in this field.

Purpose of the activities: Guidelines for the role and involvement of the Liberian



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Parliament and its members in supporting reconciliation and peaceful conflict management are approved and known to the Senators and Members of the House.

Expert days: 34 international expert days (22 in Liberia)

5 days local experts

Budget: 27,340 Euro

### **11.3.2. Regulations and working procedures of the parliament**

In close cooperation between foreign parliamentary work experts and the Liberian stakeholders a complete review and updating of the working statutes and internal regulations of both chambers of the Liberian Parliament has to be initiated. Within the framework of the project for this purpose the following activities have to be scheduled:

- baseline studies (assessments) of the existing rules and regulations have to be done within month 16 of the project;
- a round table with foreign experts and parliamentarians and leading Liberian MPs and representatives of the parliament's administration has to be organized in order to discuss the results of these studies in month 17;
- new updated and efficient regulations have to be drafted by working groups at the Senate and the House in close cooperation with international parliamentary experts in months 18 and 19;
- after presentation of these drafts in a workshop with Liberian stakeholders and international experts in month 20 final drafts have to be worked out and presented to the two chambers of the parliament in month 21 for discussion and adoption;
- simulations and training courses in month 22 should qualify the MPs and key staff of the two chambers to be able to implement these new regulations in their daily parliamentary work.

Purpose of the activities: The Senate and the House have approved internal regulations/statutes on working procedures, which support an efficient and effective work of the two chambers of the parliament and fair rules of involvement of the different political groups/parliamentary parties in the work of the parliament. MPs and key staff of parliamentary administration are able to implement the new regulations.

Expert days: 45 days of international experts, (31 in Liberia)

30 days of local experts

Budget: 48,584 Euro

Furthermore the administrative capacity of the parliament shall be strengthened through the refurbishing of 3 small Mercedes Benz Busses (costs: 30,000 Euro).

### **11.3.3. Role, function and structure of the parliamentary parties**

Special attention has to be given to the development and implementation of coherent structures and procedures of the different political groups/parliamentary parties in the two chambers, because without that neither efficiency nor transparency of the work of the parliament can be achieved. Within the framework of the project for this purpose the following activities have to be scheduled:

- Orientation- and information-seminars for each of the mayor political groups represented in the parliament have to be organized on the role of parliamentary parties in decision making and work of the parliament and on different concepts for the organisation of parliamentary parties in month 16 of the project;
- Two or three options for a specific model for the work of parliamentary parties and their inclusion in the new statutes or internal regulations of the two chambers in the



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Liberian Parliament have to be drafted by a working group of representatives from the different political groups with close cooperation and input from international experts in months 17 and 18 of the project;

- The drafts for the different options have to be presented to the parliament in month 19 of the project and one option shall be chosen and adopted after a final discussion;
- In months 20 and 21 training and simulation activities have to be conducted in cooperation with the different political groups represented in the Liberian Parliament to familiarize the MPs and the key staff of the parliamentary parties with the new functions and procedures.

Purpose of the activities: The political groups/parliamentary parties are able to play their role as coordinating forces in the daily work and decision making in the parliament.

Expert days: 72 days of international experts, (54 in Liberia)

162 days of local experts

Budget: 103,580 Euro

#### **11.3.4. Law Drafting and Legislative Procedures**

The involvement in the legislation of a country is considered to be one of the three central functions of a parliament. Within the framework of the project for this purpose the following activities have to be scheduled:

- The handbook on legislation and law drafting in Liberia, drafted during the first year of the project, shall be presented to specialists of the Liberian Parliament and other members of the law community of Liberia in month 15 of the project for final review. Later it should be declared the official guideline for the legislative work of the parliament;
- A baseline study on the access of the MPs and staff members of the parliament's administration to information and resources needed for their legislative and policy analysis work shall be conducted in month 15 and 16, including issues like library and internet access facilities inside and outside the parliament in Liberia, cooperation potentials with Universities, specialised research and science institutions and civil society organisations and involvement of citizens and civil society organisations in the preparation of new legislation;
- In month 17 the results of the baseline study shall be presented in a workshop with Liberian stakeholders and international experts and potential solutions shall be discussed on how to address the different shortcomings, obstacles and deficiencies;
- In month 16, 18 and 20 of the project two weeks training courses on legislation procedures and legal drafting techniques for 30 key staff members of the committees, specialised departments and parliamentary parties of Senate and House and 10 specialists of the Liberian Government shall be conducted (20 hours per week) in order to build up a minimum capacity for the involvement of the parliament in the legislative process. Parallel to these training courses workshops and seminars shall be organized for MPs in order to provide them basic understanding and orientation on the legislative process and on legal drafting techniques.

Purpose of the activities: The two chambers of the Liberian Parliament and their supporting structures have gained the capacity to participate in the legislative process on a minimum standard.

Expert days: 63 international expert days, (55 in Liberia)

63 local expert days

Budget: 59,640 Euro

#### **11.3.5. Representation function of the parliament**



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The Publicity and visibility of the parliaments work has to be supported as a very important instrument both for the effective oversight of the governments work by the parliament and for the relations between parliament and people (including the reputation of the parliament). Within the framework of the project for this purpose the following activities have to be scheduled

- In month 16 of the project a baseline study shall be conducted by one international and one local expert on the actual situation of the public image and the public information on the work of the parliament and on options for the development of an effective public communication concept for the parliament under the Liberian conditions.
- The results of this study shall be discussed in a workshop with leading representatives of the two chambers of parliament in month 18.
- A training course on information- and public relation work shall be hold in month 18/19 with involvement of a European and a local expert for 20 staff members of the House and the Senate in charge of the respective offices.
- In month 19/20 an assistance and consultancy program shall be organized in order to help with the establishment of modern press offices in the two houses of the parliament.
- In month 20 two information and orientation seminars shall be shall be organized for all members of the Senate and the House and for one personal staff member of each MP in order to familiarize them with the new work and capacity of the press offices.

Purpose of the activities: An agenda for the systematic development of the publicity of the Liberian Parliament has been drafted and adopted.

Expert days: 30 international expert days, (28 in Liberia)

35 local expert days

Budget: 41,210 Euro

Additionally the capacity of the two press offices (Senate and House) shall be strengthened by providing them with a working equipment package of 8,500 Euro each.

### **11.3.6. Support to the work of a parliamentary reform coordination committee**

The newly established committee with members from both chambers of the parliament in charge of the reform agenda of the parliament and the cooperation with the donor community shall be supported in its work. For this purpose

- A study on the role and function, mission, structure, working procedures and support needs shall be done in month 16;
- A training course on how to draft legislative agenda and how to moderate reform discussions and meetings between local stakeholders and representatives of the donor community will be organized for the members and the administrative support staff of the committee (month 18).

Purpose of the activities: The committee is able to play its role as the institutionalised promoter and coordinator of the necessary reforms of the parliament

Expert days: 18 international expert days, all in Liberia

18 local expert days

Budget: 20,320 Euro

Furthermore the secretariat of the committee shall be strengthened through the provision of basic office furniture and IT equipment (costs: 8,500 Euro)

### **11.3.7. Reinforcing gender awareness and gender equality**



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Following several Gender workshops and meetings in two counties (Bong and Bomi) during the first year of the project, which provided detailed and authentic information on the reality and sources of discrimination of women in the political process in Liberia, the project should focus in the second year on two activities in this field in order to involve the newly elected parliament in efforts to address existential problems of women in Liberia today.

- The results and outcomes of the workshops and meetings during the first project year shall be evaluated and summarized in a document on forms and sources of discrimination of women in the political process in Liberia and recommendations for parliamentary activities to address these problems (month 15-16). This documentation is to be discussed in a round-table with members of both chambers of the parliament and stakeholders in the field of gender policy in Liberia which should lead to an agenda for the parliament on measures to reduce this discrimination (month 19).
- A workshop shall be organized in month 19 of the project on the preparation of a law on female genital mutilation, including specialists on this topic, representatives of women organisations, representatives of the Liberian Government and selected members of both chambers of the Liberian parliament. Based on the outcomes of this workshop a legal text shall be drafted in cooperation between local and international experts and provided to the political forces at the parliament (parliamentary parties) for to be introduced into the legislative agenda.

Purpose of the activities: The Liberian Parliament plays an active role in addressing key problems of female oppression and of political discrimination of women in Liberia.

Expert days: 10 international expert days, all in Liberia

13 local expert days

Budget: 12,540 Euro

### 11.3.8. African-European and intra-African sharing of parliamentary experiences

Overview on study tours to be organised in the framework of the project:

	thematic field 1	key topics	thematic field 2	key topics	place	time
1	Information on EC institutions, meetings with EC Representatives, meeting with German politicians, staff and political party representatives	Visitors services, information of parliament on it's work, the European Council, the European Commission, working procedures, other organizations related to Liberia, relations to Liberia meetings with political representatives on different level (federal, state & LGs) in Germany, diff. govt. institutions	Structures, procedures, administrative services in the parliament role of certain govt. institutions like Budget office, political party structures and their work on different levels	rules of procedures, committees, structure of parliamentary administration, services to MPs, committees and plenary, structure of political parties and their work	Brussels  Germany/ Cologne, Duesseldorf, Berlin	month 12  <b>(already implemented)</b>
2	Parliament in Luxembourg  Role of some International and German Organizations with special	Information on Parliament and its work  Their work, procedures and spec. relationship to Liberia	Structures and Procedures  Maritime Law and Affairs, Alphabetization Adult, Education, Health Policy	Rules of procedures, Committees  Workshops with representatives from these organizations,	Luxembourg  Hamburg	month 13



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	relation to Liberia			possible linking and possible further cooperation, background knowledge for work in committees		
	State Parliament in Hamburg	Their spec. organization and procedures	Structure and Procedure	Rules and procedures, meeting with pol. Parties (role of opposition)		

**Budget for the study tours in the second year:**

**Study Tour to Luxemburg and Germany: 50,000 Euro**