



**USAID**  
FROM THE AMERICAN PEOPLE

# PARLIAMENTARY STRENGTHENING PROGRAM (PSP)

QUARTERLY REPORT: JANUARY 1 – MARCH 31, 2013

**APRIL 2013**

This publication was produced for review by the United States Agency for International Development. It was prepared by DAI.



# PARLIAMENTARY STRENGTHENING PROGRAM (PSP)

**QUARTERLY REPORT: JANUARY 1 – MARCH 31, 2013**

<b>Program Title:</b>	<b>Haiti Parliamentary Strengthening Program (PSP)</b>
<b>Sponsoring USAID Office:</b>	<b>Port au Prince, Haiti</b>
<b>Cooperative Agreement #:</b>	<b>521-A-11-00003</b>
<b>Contractor:</b>	<b>DAI</b>
<b>Date of Publication:</b>	<b>April 30, 2013</b>
<b>Authors:</b>	<b>Beth Cunningham and Fabrice Dugas</b>

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

# CONTENTS

- CHAPTER I: SUMMARY OF PROJECT OBJECTIVES, CHALLENGES, AND RESULTS.....3**
- PROJECT OBJECTIVES .....3**
- OVERVIEW AT THE END OF THE QUARTER .....4**
  - Technical Accomplishments .....4
  - Implementation Challenges .....4
- COMPLETED AND ONGOING ACTIVITIES .....5**
  - Completed .....5
  - Ongoing Activities.....8
- PLANNED ACTIVITIES FOR NEXT QUARTER.....12**
- CHAPTER II: USE OF FUNDS DURING THE QUARTER.....13**
- ANNEXES.....14**

## List of Acronyms

CSCCA:	Cours Supérieur des Comptes et du Contentieux Administratif (Superior Court of Auditors and Administrative Disputes)
CTCEP:	Collège Transitoire du Conseil Electoral Permanent (Provisional Electoral Council)
DAI:	Development Alternatives, Inc.
DAI/PSP:	Parliament Strengthening Program implemented by DAI
IBESR:	Institut de Bien-Etre Sociale et Recherche (Institute of Social Well-Being and Research)
ICT:	Information and Communication Technology
PAPH:	Programme d'Appui au Parlement Haitien (Haitian Parliament Support Program, First generation USAID program)
PRI:	Parlementaires pour le Renforcement Institutionnel (opposition bloc, Parliamentarians for Institutional Strengthening)
RDNP:	Rassemblement des Démocrates Nationaux Progressistes (Progressive National Democratic Party)
ULCC :	Unité de Lutte Contre la Corruption (Anti-Corruption Office)
UNDESA:	United Nations Department of Economic and Social Affairs
USAID:	United State Agency for International Development

# CHAPTER I: SUMMARY OF PROJECT OBJECTIVES, CHALLENGES, AND RESULTS

## PROJECT OBJECTIVES

The U.S. Agency for International Development Parliamentary Strengthening Program for Haiti (Haiti PSP) is a second generation program of legislative strengthening that uses a participatory approach to focus on strengthening the Haitian Parliament's desire and ability to work for and with the country's citizens for improved democracy, rule of law, and delivery of basic rights and services. The program seeks to help the Parliament to improve its own internal processes and lawmaking abilities as well as to interact better with constituencies and the public writ large. This program, which started in October 2011, is a five year program implemented in two phases of two and a half years each.

The intermediate objectives for Phase I of the program are:

- **Representation** – Assisting Haiti's legislatures to provide information to the public and receive input from citizens during the legislative process through expanded media coverage of parliament, public hearings/meetings, parliamentary public relations strategies, and continuation and enhancement of the parliament website.
- **Law Making** – Assisting members and staff to improve the structures and mechanisms by which legislation is analyzed, debated, and passed through technical assistance to committee/commission deliberations, research skills and facilities, participatory legislative drafting, and support for constitutional review.
- **Oversight/Accountability** – Assisting the legislature in its oversight of government operations, particularly in the area of budget formulation and implementation.
- **Management /Infrastructure** - Assisting the legislature to improve the day-to-day management and operation of the legislative processes through support to human resource management, ICT systems development and management, hardware and software upgrades, archiving and legislative records management, internal budget planning and management, and review of rules and procedures.

## OVERVIEW AT THE END OF THE QUARTER

### TECHNICAL ACCOMPLISHMENTS

During the reporting period, DAI/PSP implemented a number of activities, with particular emphasis on support to several pieces of key legislation deemed priorities by the US government, specifically bills on anti-money laundering and terrorism financing as well as adoption. Both of these bills saw significant progress during the quarter, details of which are provided below under Technical Accomplishments. It should be noted that although DAI/PSP's Year 2 work planned included support to legislation, the time and resources dedicated to this activity – both in line with the support envisioned in the work plan as well as tracking and reporting on the bills to USAID and other interested parties at the US Embassy – required more time and resources than originally planned, which may impact the implementation of other activities in the Year 2 work plan.

In addition to supporting priority legislation, DAI/PSP undertook several initiatives to improve the transparency of Parliament's work by strengthening internal and external communications. Activities this quarter included the drafting and publication of its annual report and the first edition of a magazine for the lower chamber, "Voice of the Chamber"; training for press and communication staff from both chambers; and procurement and technical support to enable real-time broadcasting of images and texts during parliamentary sessions and hearings. DAI/PSP also supported outreach activities for certain deputies in their constituencies for International Women's Day.

### IMPLEMENTATION CHALLENGES

DAI/PSP implemented these activities despite considerable programming challenges, primary among which figures a continuing effort to secure Parliament's approval of the Year 2 work plan. As required by USAID, DAI/PSP received Parliament's provisional approval of the Year 2 work plan in December 2012; however, with the change in leadership in the lower chamber in January 2013, DAI/PSP was obligated to re-initiate the approval process which, to date, has not been completed. Without an approved work plan, DAI/PSP must seek both chambers' approval for each individual activity, which has delayed and, in some cases, indefinitely postponed the implementation of planned activities. The situation has also created space for requests from Parliament for assistance that does not fall within DAI/PSP's mandate, particularly requests for assistance to individual MPs in their constituencies. While Parliament's approval of the work plan – or at the least the process of trying to obtain it – is necessary to ensure the participative and collaborative process that DAI/PSP has worked to create and maintain, it must be noted that the trade-off is slower implementation of activities. The different planning and management cycles for USAID and DAI/PSP (fiscal year work planning) and Parliament (calendar year elections) contributes to the obstacles regarding work plan approval.

In February the newly elected leadership of the Chamber of Deputies requested a financial report of the program's expenditures to date and originally tied approval of the Year 2 work plan to submission of the report. The leadership has since de-linked the two but continues to insist on the report. USAID has intervened to manage the process given the sensitivity of information being requested and the potential consequences for other programs of sharing financial information. The as-yet-unsubmitted report, however, remains an important issue for the lower chamber and impacts the relationship between leadership and the program.

The on-going crisis surrounding the establishment of the CTCEP responsible for overseeing the next senate and municipal elections has also presented challenges to DAI/PSP programming. The process of determining how to appoint the legislative representatives and then the actual designation of those representatives necessarily consumed significant time and attention from Parliament, and arguably pulled them away from their other duties, which DAI/PSP is mandated to support.

Delays on the part of the government regarding setting a legislative agenda (discussed further below under “On-going Activities”) and introducing legislation have also hindered the program’s ability to support Parliament in the fulfilment of its constitutional mandate to pass legislation.

## COMPLETED AND ONGOING ACTIVITIES

### COMPLETED

#### *Component 2: Strengthening accountability and transparency through communication and awareness*

##### **ACTIVITY 2.2: ORGANIZATION OF AN INTERNAL COMMUNICATION SYSTEM**

##### Sub-Activity 2.2.4: Training for Press and Communication staff

As part of its larger effort to strengthen the Press and Communication office to better support Parliament’s visibility among and interaction with the public, on March 22<sup>nd</sup> and 25<sup>th</sup>, 2013, DAI/PSP implemented the first in a series of trainings for staff of the press and communication offices from both Chambers. A total of sixteen staff, eight from and selected by each chamber, took part in the one-day training, which covered topics including the current state of the press and communication service, MPs’ and external sectors’ expectations of the office’s role and responsibility, and media relations. The training was developed and delivered by DAI/PSP’s communications consultant and Program Manager.



The participants reported being satisfied with the training and particularly appreciated the module devoted to identifying and overcoming challenges particular to the Press and Communication service. Participants repeatedly identified the following challenges: MPs’ preference for using external media rather than the Press and Communication staff, lack of adequate equipment to fulfill their responsibilities, and lack of attention or even acknowledgment by MPs of the office’s work.

### Sub-Activity 2.2.7: Support the publication of Parliament activities and the Parliament annual report

#### *Publication of the Chamber of Deputies magazine, “The Voice of the Chamber”*

In the context of improving the transparency of Parliament’s work and strengthening its administrative structure, PSP supported the lower house’s capacity to produce informative and high quality communication tools, specifically a magazine highlighting its work, history, and members. DAI/PSP provided technical assistance to the development and editing of articles to be published in the magazine, organized and funded a retreat for members and staff tasked with content development and editing. DAI/PSP also supported the printing and distribution of 1000 copies at the opening of Parliament on January 14<sup>th</sup>. In addition to being internally distributed among MPs and Parliament staff, the report was intended for stakeholders considered to be opinion leaders, including, among others, the media, embassies in Haiti, NGOs, and leading academics.

The first edition of the magazine included remarks from then-President of the Chamber of Deputies, the Honorable Louis-Jeune Levaillant; a history of the Chamber of Deputies; a legislative review of all laws either voted or pending vote during the 49<sup>th</sup> legislature, and an analysis by several deputies of the current political environment.

#### *Publication of the Parliament’s Annual Report*

In the context of improving the transparency of Parliament’s work and strengthening its administrative structure, PSP supported the lower house’s capacity to produce informative and high quality communication tools, specifically a magazine highlighting its work, history, and members. The report provides information on the activities of both chambers during 2012, including general statistical information, legislative activities, parliamentary diplomacy, etc. DAI/PSP provided technical assistance for the development of the content, graphic presentation, and printing. DAI/PSP printed 200 copies for distribution to MPs and members of the government at the opening session of Parliament on January 14<sup>th</sup>.

### **ACTIVITY 2.3 – STRENGTHENING CONSTITUENCY AND DEPARTMENT OFFICES**

#### Sub-Activity – 2.3.1 –Support to the organization of forums among parliamentarians, civil society, and private sector stakeholders in constituencies and departments

##### *Support to International Women’s Day outreach activities in constituencies*

DAI/PSP supported International Women’s Day events in 11 constituencies, represented by 11 Deputies, all of whom were either members of the lower chamber leadership or the women’s caucus.<sup>1</sup> The constituencies and deputies supported were:

---

<sup>1</sup> For indicator reporting purposes, DAI/PSP is only including those constituencies where all documentation required for the file has been completed and verified (see Indicator 2.2 in Annexes B and C).

Constituency	Deputy
Croix des Bouquets and Thomazeau	Jean Tholbert Alexis
Capotille and Mont Organise	Ronald Larèche
La vallée de Jacmel	Ruffine Labbé
Limonade and Quartier Morin	Gluck Théophile
Bel Air (Port au Prince 1st)	Rodriguez Séjour
Bellanse	Jean-Pierre Rossini
Saut D'Eau	Romial Smith
Thomonde	Marie-Denise Bernadeau
Milot and Plaine du Nord	Marie Jossie Etienne
Camp Perrin and Maniche	Ogline Pierre
Savanette and Quartier Baptiste	Guerda Benjamin

The events included speeches from the MPs, local government officials, and women’s rights organizations focused on challenges women face in the country, most notably violence against women, and equal opportunity regarding education and employment. These forums provided an opportunity for elected representatives to meet with their constituents, civil society organizations, and private sector stakeholders, who in turn could share their grievances and learn about the deputy’s work in the commune. Attendance varied by location, from a few hundred in Saut d’Eau and Bel-Air, to approximately 1000 in Mont Organisé and Savanette, 3000 in Limonade, and up to 5000 in Camp Perrin. DAI/PSP sent a team to attend the event in Camp Perrin.



#### **ACTIVITY 2.4 – INCREASE PARLIAMENT’S ICT CAPABILITIES AND INTRODUCE E-PROCEDURES**

Sub-Activity 2.4.7: Equipping the two plenary halls and committee rooms with a PA system, microphones, and television screens to project images, text, or live sessions

*Operationalization of LCD screens and microphones to be used in Parliamentary sessions*



An evaluation of Parliament’s legislative and organizational capacity conducted by PSP between October and December 2011 highlighted the technology needs and gaps that impede the institution’s work. For example, the constitutional amendment was made on the basis of oral amendments filed in sessions, without giving Parliamentarians the opportunity to verify the exact content of proposals submitted and voted on. In early January DAI/PSP completed installation of LCD screens that will project the text under discussion to ensure the quality and authenticities of texts submitted

for vote, as well as expedite legislative procedures. The screens were first used to project images during the opening session of Parliament in January. They have since been used in plenary sessions and hearings with the government, including the vote of the anti-money laundering law.

In January, DAI/PSP also provided a microphone system for the lower chamber. However, given that the internal rules of the chamber require members to address the session from the front of the room, they are currently being used in committee sessions. If/when the internal rules are modified to allow MPs to speak from their seats, DAI/PSP will look into the possibility of procuring a microphone system with control features that only allow one speaker at a time.

## **ONGOING ACTIVITIES**

### ***Component 0: Cross-cutting activities***

#### **ACTIVITY 0.3: SUPPORT THE EVALUATION AND ADOPTION OF A STRATEGIC DEVELOPMENT PLAN FOR THE HAITIAN PARLIAMENT**

##### **Activity 0.3.1: Evaluation of the Strategic Development Plan 2006-2010**

In March DAI/PSP identified and hired a local national consultant to support the evaluation and of the 2006-2010 Strategic Development Plan and the eventual adoption of a new plan. As part of his responsibilities, the consultant will coordinate the work of PSP's other consultants to ensure that all aspects of the programs support to Parliament are considered in the revised plan, including findings from DAI/PSP's planned human resources assessment as well as all ICT support. During the reporting period DAI/PSP had also identified an international consultant to support the process; he will travel to Haiti in May. Both consultants will assess the appropriateness of the development phases and activities proposed in the Plan and identify supports and barriers to its implementation.

#### **ACTIVITY 0.6: DONOR COORDINATION**

In February, at the initiative of DAI/PSP, the Vice-President of the European Parliament, Isabelle Durant, and the Ambassador of the EU Delegation were received at Parliament, where they met with the leadership of both chambers, the presidents of the committees on Foreign Affairs, opposition leaders from the PRI bloc, and members of the women's caucus. Three important issues were discussed: the thorny issue of elections, the exercise of parliamentary oversight and the law on decentralization. The Vice-President clearly pointed out their importance in the context of institutional strengthening and the reorganization of the state.

The EU Vice President also met with parliamentarians from the majority and opposition blocs to share thoughts on the role of each in democratic governance. This meeting allowed the parliamentarians to discuss the challenges they face as well as underscore the absence of EU direct support to the Haitian Parliament.

Following this visit, several meetings were organized between the EU's Governance Office and DAI/PSP in order to identify the type of support the EU could provide to Parliament. It was decided that, pending

the new Strategic Development Plan, the EU may undertake initiatives in support of the Budget and Finance Committees of both chambers.

## ***Component 2: Strengthening Accountability and Transparency through Communication and Awareness***

### **ACTIVITY 2.1: PROMOTING MEDIA COVERAGE OF PARLIAMENT**

#### Sub-Activity 2.1.1: Workshop on communication and the use of ICT in Parliament's work

PSP and subcontractor Spectrum Media continue to prepare for a two-day workshop for MPs and staff from the Press and Communications Office. The workshop will:

- allow MPs to learn about the effectiveness of communication tools in their work and increase their technical capacity planning strategies for effective communication;
- educate parliamentarians and parliamentary staff in the use of new information technologies and communication, for better visibility of the Haitian Parliament;
- familiarize parliamentarians and senior officials of the Haitian Parliament with practices implemented in other democratic parliaments; and
- encourage the Haitian Parliament to work towards implementation of efficient and effective systems of external communication, to facilitate the dissemination of parliamentary information and interaction with the public.

As noted in PSP's previous quarterly report, the workshop was originally planned for February but has been delayed several times at Parliament's request. DAI/PSP continues to await Parliament's final approval and hopes to implement the workshop in June. The prolonged preparations and repeated delays at Parliament's request have resulted in increased costs. DAI and Spectrum have finalized the agenda and identified participants and will move forward with implementation once Parliament approves.

#### Sub-Activity 2.1.6 – Support the production and distribution of radio and audiovisual reports on parliamentary work

PSP continues to provide technical assistance to film parliamentary sessions and project live images of the sessions on the LCD screens procured by DAI/PSP. In the next quarter the program will investigate how to transfer this responsibility to Parliament.

### **ACTIVITY 2.2: ORGANIZATION OF INTERNAL AND EXTERNAL COMMUNICATION IN PARLIAMENT**

#### Sub-activity 2.2.2: Audio Visual System

In March DAI's home office procured the material below that will allow the Parliament to produce and disseminate its own communication materials. The materials will be delivered and installed in April. DAI/PSP encourages Parliament to define a management plan for the maintenance and use of the equipment.

Qty	Item
2	Newtek Tricaster 40
2	Remote Controllers: Control surface for tricaster 40
1	Software Newtek: Live text remote Titling software
2	Racks & Mounts: Raxxeers: 12 Space economy Rack 18" Depth
4	Roll of 1000"Audio cable Belden
5	Panasonic AG-HMC80 Camera
5	Libec LS - 22DV tripod
2	ADA 1:19 XLR (Audio Distribution Amplifier)
2	VDA 1:19 BNC (Video Distribution Amplifier)
100	BNC connectors for RG-59B/U Type 75Ohm
100	XLR connectors
2	Portacom2000 Intercom model com-60FC/C
1	Roll of 1000"video cable Belden RG-59 video
2	Hard disk rack mounts 4TB each.
9	Batteries for Panasonic AG-HMC80
7	Sandisk card 32 GH

#### Sub-Activity 2.2.5: Modernization of Parliament's website

The Parliament of Haiti has a website developed in 2010 with funding from USAID's *Programme d'Appui au Parlement Haitien* (PAPH). Since October 2011 the site has been managed and maintained by PSP. PSP's Year 1 assessment identified modernization of the website as a priority for Parliament.

In March the local subcontractor implementing the activity, Geninov, submitted and presented to DAI and Parliament deliverables documenting the completion of the first of five phases of the website development. This first phase includes completion of a needs assessment, information collection, development of the technical requirements for the website, including the design and layout. The Phase I documentation has been approved the Parliament's Technical Council. Geninov has begun work on Phase II, scheduled for completion in April. Final completion of the website is on schedule for mid-July.

#### **ACTIVITY 2.4: INCREASE PARLIAMENT'S ICT CAPABILITIES AND INTRODUCE E-PROCEDURES**

##### Sub-Activity 2.4.2: Support to the implementation of UNDESA's 2012 Phase 1 recommendations.

###### *Networking and Cabling for Internet*

In mid-2012 the United Nations Department of Economic and Social Affairs (UNDESA) conducted an ICT needs assessment of the Haitian Parliament in the context of improving internal and external communication. As part of its Year 2 activities, PSP is implementing the priority (Phase I) recommendations included in UNDESA's report. The first to be implemented is the wiring of Parliament for Internet. PSP is installing wireless capability along with cabling, which will ultimately provide internet capability to all six buildings in the Parliament complex. The Haitian Parliament has been an active partner in this process, having worked with a service provider to identify the type of connection required, which Parliament will pay for itself. As of the end of the quarter, DAI/PSP's local subcontractor has completed initial installation and is currently addressing aesthetic issues identified by Parliament

and troubleshooting a few connectivity issues. Completion of all wiring as well as internet configuration, to be implemented by a DAI home office technician, is scheduled for the end of April.

### ***Component 3: Improving the professional capacity of Parliament in the areas of government oversight and lawmaking***

#### **ACTIVITY 3.1: SUPPORT TO STANDING COMMITTEES IN THE DRAFTING AND ANALYSIS OF EXECUTIVE AND LEGISLATIVE BILLS.**

##### Sub-Activity 3.1.5: Support the drafting of the 2013 legislative agenda

At PSP's initiative both chambers of Parliament engaged in the process of developing a legislative agenda with the government in order to establish a timetable of legislative activities; project the image of a serious, conscientious, and dynamic institution; and improve coordination between the government and Parliament in the legislative process. Parliament had developed a list of its own legislative priorities and was prepared to move forward with the initiative; however, its willingness and readiness was not matched on the government side. The stalled efforts also appear partially due to contested authorship of previous laws sent to Parliament.

##### Sub-Activity 3.1.7: Support and technical assistance to priority legislation

#### *Technical Assistance for the Analysis and Adoption of the Law against Money Laundering and Terrorism Financing*

The US Government and the Government of Haiti place a high priority on this legislation as failure to pass it will have significant consequences for Haiti, particularly regarding international transfer of funds. The country had originally been given a deadline of March 15<sup>th</sup> to pass the legislation, which has now been extended to June 15<sup>th</sup>.

In order to enable timely adoption of this law, PSP provided technical support to the Senate Economy and Finance committee charged with analysis of the bill and organized public consultation workshops with the representatives of sectors affected by the law. The two symposia, held in January, brought together private sector representatives, Parliament, civil society organizations, and representatives of the international community with the objective of facilitating analysis and vote on the law first by the Senate, then by the Chamber of Deputies. An average of



hundred participants attended, including well recognized and respected personalities such as Mme. Manigat, head of the RDNP; Me Osner Fevry, a legal expert; Me Carlos Hercules, head of the Bar Association; Antoine Atouris from the ULCC; the Prime Minister; the Minister of Economy and Finance; Honorable Senators Privert and Desras; and Deputy Bien-Aimé A. Rodon.

The draft law was voted in the Senate on February 28<sup>th</sup> and submitted to the Chamber of Deputies, where voting began on March 14<sup>th</sup>. Voting was disrupted by an outburst by Deputy Belizaire and, following objections by the Bar Association on certain provisions in the text approved by the Senate, an *ad hoc* committee has since been formed for further analysis of the law. Voting in the lower chamber is expected in April.

#### *Technical Assistance for the Analysis and Adoption of the Law on Adoptions*

Following Haiti's 2012 ratification of the Hague Convention on Adoption, the US Government has placed a high priority on supporting legislation to ensure compliance with the Convention. A government bill had been sent to Parliament in 2009 and voted in the Chamber of Deputies and in 2012 the international community, with the support of IBESR, provided technical assistance in the drafting of a second text, more in line with Hague requirements. In March DAI/PSP hired two consultants specializing in legislative drafting to assist the Senate Social Affairs committee in the reconciliation of two texts. At the end of the reporting period, the consultants, in collaboration with IBESR, had developed a draft comparative table to facilitate review of changes to the 2009 text and ensure adherence with international standards articulated in the 2012 text drafted with international support. Senate vote on the law is expected in April.

### **PLANNED ACTIVITIES FOR NEXT QUARTER**

- Evaluation of the Strategic Development Plan for the Haitian Parliament, 2006 – 2010
- Start of work on a computerized database for the Haitian Parliament
- Technical assistance for the analysis of the Trafficking in Persons bill
- Technical assistance for the reconciliation of government and legislative framework bills regarding telecommunications
- Continued technical assistance for the analysis of the adoption bill
- Technical assistance for the analysis of e-governance bills, specifically concerning e-signature
- Support to the Senate for the audit of the CSCCA before the selection of 10 new members
- Completion of work to install an audio-visual system at Parliament
- Completion of work to modernize the Parliament's website
- Further training for the Press and Communication Services of both chambers
- Support for UNDESA's third mission to improve the Haitian Parliament's ICT capabilities
- Publication of the second edition of the lower chamber's quarterly magazine, "Voice of the Chamber"
- Support to editing of the book "The Senate in Haitian History"
- Support to the publication of the Senate magazine "Res Publica"
- Support for the development of an informational brochure on the Haitian Parliament

# ANNEXES

Annex A: Status of Year 2 Work Plan Activities

Annex B: Table of Indicators

Annex C: Performance Indicator Reference Sheets