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PARLIAMENTARY STRENGTHENING PROGRAM (PSP) FOR HAITI

FINAL PROJECT REPORT

June 28, 2014

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ACRONYMS

CAPP	Continuing Application Process
CSO	civil society organization
CTCEP	Provisional Electoral Council's Transitional College
IBESR	Institut du Bien-Etre Social et de Recherches
ICLAD	International Consortium for Law and Development (USA)
ICT	information and communications technology
IR	Intermediate Result
IT	information technology
LAN	local area network
MOU	memorandum of understanding
MINUSTAH:	United Nations Stabilization Mission in Haiti
PAPH	Projet d'appui au Parlement Haitien
PSP	Parliamentary Strengthening Program
UNDESA	United Nations Department of Economic and Social Affairs
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

The Parliamentary Strengthening Program (PSP) for Haiti was a cooperative agreement signed between the U.S. Agency for International Development (USAID) and DAI in September 2011. PSP supported USAID/Haiti’s Governing Justly and Democratically strategy for 2010-2014, contributing to Intermediate Result (IR) 1, More Representative and Effective Governance, and Sub-IR 1.3, Strengthen Electoral and Legislative Processes to Build Governing Legitimacy.

Through a participatory design-and-implement approach, the program sought to strengthen the representation, legislative, and oversight functions of the Senate and Chamber of Deputies, with overall goals to:

- 1) Develop the institutional capacity of the Haitian Parliament;
- 2) Enhance transparency in the legislative process; and
- 3) Encourage greater interaction between elected representatives and their constituents through the provision of technical assistance, training, staffing, and information and communications technology (ICT) support.

PSP was designed as a potential five-year program, made up of two phases of two and a half years each. Per the terms of the Cooperative Agreement, USAID initiated a “Continuing Application” (CAPP) process at the end of Phase I to determine whether to authorize funding for Phase II. In the unpredictable Haitian context, the rationale for this phased approach was to allow for a midpoint review of the Parliament’s political will to benefit from PSP Phase II support. Following the work of a collaborative CAPP review in February 2014, it was jointly agreed by DAI and USAID that Parliament’s cooperation, priorities for assistance, and expressions of political will did not align to justify continuation of the program. As a result, the Phase II option was not exercised, and the program closed in June 2014.

Despite the challenging political and operational context in which PSP operated, and which is outlined below—and the resulting abbreviated nature of the program—the program achieved remarkable traction and had key successes, notably in the area of legislative analysis and drafting, contributing to both the process and content of critical national legislation for the people of Haiti. The program and its staff were acknowledged by USAID for their contributions and diligence in the face of significant challenges (see textbox).

Perseverance in a Difficult Environment

“[T]he Mission appreciates the exemplary efforts and perseverance of the DAI team in Haiti and Bethesda. DAI staff demonstrated skill and patience in working in a most difficult and sensitive political environment.”

—PSP close-out letter from USAID,
March 2014

POLITICAL AND OPERATIONAL CONTEXT

Haiti is a challenging environment for operations, particularly in the political arena. Project implementation took place against a backdrop of paralyzing political turmoil, as well as poor cooperation of the ever-changing leadership of Parliament. Relations between the Parliament and new President of Haiti were nearly non-existent during the first year, punctuated by political crises, including attempts to

disqualify President Martelly related to citizenship questions and the resignation of the Prime Minister. No significant legislation moved through Parliament during this first year of the program.

These conditions worsened in Year 2 of PSP with mounting tensions between Parliament and the President over the organization of leadership elections and of Permanent Electoral Council appointments. This was exacerbated by subsequent disputes over term lengths for 10 Senators, which put the fate of the Senate in question—if a third of the Senators' terms were to end in January 2014 without elections being held. The political infighting over these electoral issues caused a reduction in Chamber of Deputies plenary sessions. As Year 2 of PSP drew to a close, the productivity of the two legislative sessions in 2013 was generally considered poor.

As the January 2014 session of the current Parliament commenced, nominations for the chairs of the standing committees in the Lower House were postponed for two months, delaying not only plenary but also committee meetings, where PSP was to engage. In addition, the longstanding controversy over the election calendar and the role of the Provisional Electoral Council's Transitional College (CTCEP) in organizing the overdue legislative and local elections caused several political standoffs. The several-weeklong National Dialogue Accord conference, called the El Rancho Agreement, also distracted Parliament from its regular legislative functions. And the conference had limited success, as two major political groups ended up not signing the consensus agreement emanating from the national dialogue exercise. A Group of Six Senators established itself as an opposition voice to the agreement; this group was able to thwart parliamentary proceedings for lack of quorum and through other tactical moves. As such, weeks went by with no sessions being held in the Senate.

Paralleling the chaotic political environment, annual changes in Parliament leadership caused constant and disruptive renegotiation over PSP's workplans and activities. At times, leadership displayed antipathy toward not only the program, but also U.S. Government assistance overall. While annual leadership elections and related workplan consultations with stakeholders were anticipated, the degree of leadership turnover, the difficult personalities involved, and the insistence on specific activity approval by each new set of leaders created serious delays and interrupted momentum. For example, the new Chamber of Deputies leadership that assumed power in January 2012 expressed contrasting desires from the previous leadership with whom PSP had completed a comprehensive needs assessment from the program start-up just months before. This required a renegotiation and process of re-explanation of the basis and terms for PSP. The leadership did not approve the Year 1 workplan until a full year into the program, in November 2012.

Similarly, the change in leadership in the lower chamber in January 2013 obligated PSP to re-initiate the approval process once again. While Parliament's agreement with the workplan lagged, the Haiti PSP team was required to seek both chambers' approval for each individual activity, which resulted in delays and, in some cases, indefinitely postponed the implementation of planned activities. The situation created space for requests from Parliament for assistance that did not fall directly within the program's mandate. In February 2013, the newly elected leadership of the Chamber of Deputies requested a detailed financial report of the program's expenditures, tying approval of the Year 2 Workplan to submission of the report. USAID intervened to manage the process given the sensitivity of information being requested and the potential consequences of precedent setting for other USAID programs. As USAID was working through this issue internally and with Washington, the Chamber of Deputies grew frustrated with the delays and suspended cooperation with the program in May 2013. This resulted in the cancellation of previously planned activities and lost momentum until a new workplan was finally developed and approved in August 2013.

PROJECT ACHIEVEMENTS AND SUCCESSES

Despite a very challenging political context, PSP had some important and significant program successes in the following areas.

COMPONENT 1: STRENGTHENED INSTITUTIONAL AND ADMINISTRATIVE CAPACITY OF PARLIAMENT

PSP activities directly strengthened the institutional and administrative capacity of the Parliament of Haiti by building much-needed ICT infrastructure, developing internal rules of procedure, creating research repositories, and funding observational study tours and technical assistance to give parliamentary staff the vision and understanding of how to improve administrative processes. Because of PSP support:

- All major departments of both chambers are sufficiently furnished with computer hardware and office equipment.
- 260 local area network (LAN) users and more than 100 wireless users among Parliament staff and members are now connected to the internet and an internal network for more efficient day-to-day operations.
- Parliament's information technology (IT) staff is Cisco-certified to ensure the technical capacity for operating the new IT systems.
- Parliament's institutional framework now includes improved internal rules and codes of ethics to govern legislative functions.
- Parliament has an advanced and improved draft of its five-year strategic development plan.
- Members and staff can now refer to in-house mini-research libraries to inform the policy-making process.

COMPONENT 2: STRENGTHENED ACCOUNTABILITY AND TRANSPARENCY THROUGH COMMUNICATION AND AWARENESS

PSP activities increased Parliament's outreach and accountability to Haitian citizens by providing systems to increase transparency and processes to increase participation. Because of PSP support:

- Journalists have greater and easier access to information on Parliament's activities.
- Parliament has an improved website with live-streaming, bringing parliamentary proceedings to anyone with access to the internet. By the end of Phase I, this modernized website had obtained more than 1.6 million hits, more than 12 times the initial Performance Management Plan (PMP) goal.
- Both chambers now have technologically sophisticated audiovisual systems that for the first time allow Parliament to record and stream live plenary sessions and hearings to the public.
- Civil society and the public at large contributed to the drafting process of more than 20 priority laws through 23 program-supported public hearings and 14 program-supported public forums.

COMPONENT 3: IMPROVED PROFESSIONAL CAPACITY OF PARLIAMENT IN THE AREAS OF GOVERNMENT OVERSIGHT AND LAWMAKING

PSP provided significant legislative drafting assistance to Parliament, including supporting the passage of more than 20 priority laws and internal procedural reforms critical to combatting crime and making the

Haitian government more transparent and responsive. This was a significant feat in just two and a half years of implementation. Formal training sessions, along with on-the-job training by the consultants, produced a cadre of Parliament staff with strong legislative drafting skills. This support for two annual budget laws, along with workshops on budget control and process, strengthened Parliamentary oversight of the Executive branch. Because of PSP support:

- Technical assistance was delivered to revise and pass more than 20 laws with significant consequences for Haiti. Several of the laws, including laws against trafficking in persons, corruption, and money laundering, are essential to Haiti's human rights, governance, and competitiveness standings with the United States and governments worldwide. Assistance included training for members and staff in participatory legislative drafting, public meetings, and direct technical assistance to Commission Chairs. These laws, detailed below, reflected greater substantive input and public participation, as well as better crafted legislation in line with the Constitution and the intent of legislation:
 - Budget law 2012–2013 (voted and published)
 - Budget law 2013–2014 (voted and published)
 - Anti-money laundering and terrorism (voted and published)
 - Adoption bill (voted and published)
 - Anti-trafficking (voted and published)
 - Electoral law (voted and published)
 - National Funds for Education (voted on in Chamber of Deputies)
 - Nine health laws (debates with civil society organizations [CSOs])
 - Three sports and culture laws (debates and input from CSOs)
 - Telecommunications bill (proposition)
 - Internal regulations for Chamber of Deputies (draft)
 - Internal regulations for the Senate (draft)
 - Internal regulations with the National Assembly (draft)
 - Code of Ethics (draft)

CHAPTER ONE

PROJECT OVERVIEW

The USAID Parliamentary Strengthening Program for Haiti was a second generation program of legislative strengthening that used 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. Specifically, the program sought 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. USAID's precursor legislative strengthening project for Haiti was the *Projet d'appui au Parlement Haitien (PAPH)*, which was implemented through a contract with the State University of New York. With similar project objectives, PAPH operated in an equally tumultuous political environment. As such, USAID decided to implement the follow-on legislative support project through a cooperative agreement rather than a contract. It was hoped that this mechanism would permit greater agility in implementation and a closer form of collaboration between the Parliament and the implementing organization.

PSP was designed as a potential five-year program to be implemented in two phases of two and a half years each. DAI was selected to manage the program, with the following international subcontractors International Consortium for Law and Development (ICLAD), National Conference of State Legislatures, and small business Spectrum Media. The total ceiling for both phases was \$14,630,794, of which a little more than half was budgeted for Phase I. The cooperative agreement had a built-in CAPP review to determine, near the end of Phase I, whether the 1) political will for reform of the two houses of Parliament and 2) desire for the type of assistance the program could offer were sufficient to warrant a second phase. Following a joint field review with USAID and DAI staff, USAID concluded from the CAPP review that political will was insufficient and the program subsequently closed down after the completion of Phase I in June 2014.

This introductory chapter summarizes elements of program design, political and program context, key activities and results. Chapter Two documents detailed activities and results by component. Chapter Three focuses on lessons learned.

A. PROJECT DESIGN, COMPONENTS, AND OBJECTIVES

PROGRAM DESIGN

The PSP cooperative agreement was a design and implement award, meaning that the implementer would be responsible for conducting a needs assessment and submitting a design document during the first 90 days of the program. DAI conducted a nearly two-month participatory needs assessment process with both houses of Parliament and the broader legislative community beginning in late October 2011. This process included individual meetings with parliamentary leaders, written surveys and focus groups of members and staff, site visits to Parliament, focus group discussions with political party leaders, and meetings with USAID, the State Department, and relevant donors and civil society representatives.

Needs identified by members of Parliament most consistently revolved around the desire for greater “public visibility” and improved public/constituent perceptions of Parliament and parliamentarians. The Deputies and Senators also recognized the role of and the need for strengthened parliamentary committees (commissions) and political blocs, in both their government oversight role and legislative review/legal drafting functions. The assessment also revealed weakness in all areas of administration, but particularly a perception among staff in both chambers that lack of equipment, including computers, severely hindered their work. In addition, lack of training—and systems to provide recurrent professional training as needed—were found to be a serious issue.

These expressed needs posed the design challenge of bringing “visibility” and substance together, in reality and in the minds of the members and constituents. For example, enhancing the members’ communication skills would do little for the long-run status of Parliament if members were not communicating real issues they were tackling to enhance the quality of life of the average Haitian. Furthermore, the members could not tackle these issues effectively with poor staff support, lack of evidence-based research, and unrealistic expectations that a Deputy’s job is primarily to deliver development goods to his or her constituency on an ad hoc basis. As such, the program design attempted to mutually reinforce “visibility” and substance, with built-in incentives for change.

The recommendations from the design followed from some key assumptions. For example, parliamentary elections were supposed to happen in 2012, but they still had not taken place by the end of Phase I. The uncertainty around elections timing pushed the Parliament and program into a constant “pre-election” state, affecting the possibility of direct constituency work.

PROJECT OBJECTIVES

The objectives for Phase I of the program were:

- **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 parliamentary website.
- **Lawmaking.** 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.

PROJECT LOGFRAME

Due to changes in the program dictated by both needs and programming challenges, DAI and USAID agreed that the PMP needed to be significantly revised by October 2013, eliminating some of the initial indicators. The following is the final Haiti PSP Results Framework.

HAITI PSP RESULTS FRAMEWORK

Program-Level Impact: Function and performance of the Parliament of Haiti enhanced

Goal Indicator: Percentage of respondents who believe that Parliament is more effective, responsive, and well-managed than at baseline

IR 1: Institutional and Administrative Capacity Strengthened	IR 2: Accountability and Transparency Strengthened	IR 3: Professional Capacities Strengthened	IR 4: Capacity for Handling Emergent Issues Strengthened
Indicator 1.1: Number of internal regulations and procedures submitted for leadership consideration	Indicator 2.1: Number of times parliamentary website is accessed by public	Indicator 3.1: Number of draft laws debated and subject to final vote *	Indicator 4.2: Number/type of parliamentary hearings open to CSOs and other experts
Indicator 1.3: Strategic planning process developed/amended/ submitted for vote	Indicator 2.2: Number of public forums in which legislators and members of the public interact *	Indicator 3.3: Number of legislators/staff attending training/ education events	Indicator 4.3: Number of Executive oversight actions taken by legislature *
	Indicator 2.4: Number of publications/ broadcasts issued by Press/Communication Office	Indicator 3.4: Number of draft texts of law subject to technical analysis/review by committees receiving U.S. Government assistance	

*F indicator

B. POLITICAL/OPERATING CONTEXT

The full two and a half years of program implementation took place against a backdrop of paralyzing political turmoil. The program's first year began with Parliament's attention focused on a dispute with the Executive branch over the supposed dual citizenship of key political figures including President Martelly, which would disqualify him from office. A corruption scandal involving earthquake reconstruction funds fueled the existing turmoil. Weeks of power struggles between the Executive and Legislative branches culminated in the resignation of Prime Minister Conille. The demobilized Haitian military reemerged, occupying public spaces and brandishing military weapons. No significant legislation moved through Parliament during this first year of PSP.

These conditions worsened in Year 2 with mounting tensions between Parliament and the Executive over the organization of leadership elections. The Constitution calls for three members of the Permanent Electoral Council to be appointed, one each by the Executive, Legislative, and Judicial branches. The Parliament's and civil society's objections over the Executive and Judicial nominees became contentious enough to require mediation by a religious organization. This conflict was exacerbated by subsequent disputes over term lengths for 10 Senators, which put the fate of the Senate in question—if a third of the Senators' terms were to end in January 2014 without elections being held. The political infighting over these electoral issues caused a reduction in Chamber of Deputies plenary sessions. As Year 2 of PSP drew

to a close, the productivity of the two legislative sessions in 2013 was generally considered poor. Observers noted a marked decline in communication between the Legislative and Executive branches at this stage of PSP implementation.

In the final six months of Phase I, the tense political context took new forms. Parliament came back from recess in mid-January 2014, and the new (final) session of the current Parliament commenced. However, the chairs of the standing committees in the Lower House were not nominated for most of January and into February, delaying not only plenary but also committee meetings, where PSP was to engage. In addition, the longstanding controversy over the election calendar and the role of the CTCEP in organizing the overdue legislative and local elections caused several political standoffs. The several-weeklong National Dialogue Accord conference, called the El Rancho Agreement, also distracted Parliament from its regular legislative functions. Two major political groups (the Patriotic Movement Party for Democratic Opposition, and Fanmi Lavalas) ended up *not* signing the consensus agreement emanating from the national dialogue exercise, and a Group of Six Senators established itself as an opposition voice to the agreement. This group was able to thwart parliamentary proceedings for lack of quorum and through other tactical moves. As such, weeks went by with no sessions being held in the Senate.

C. ACCOMPLISHMENTS AND CHALLENGES/CONSTRAINTS

Despite significant challenges to implementation described in detail below, PSP implemented substantive activities with far-reaching results, particularly in the area of lawmaking. Project staff found that, once the hurdle of mutually agreed-upon activities and respective technical advisors were overcome in each instance, the program was able to establish productive day-to-day relationships with staff and individual member stakeholders. For example, technical advisors assigned to parliamentary committees were unhindered in their support to bill drafting activities. Once initial capacity building workshops were conducted, staff and local short-term technical assistance advisors generally could provide follow-on technical assistance to staff to ensure successful application of training materials.

PSP MAJOR ACCOMPLISHMENTS

Representation

- Increased visibility and transparency of legislative work and achievements, particularly those of Commissions, through public hearings.
- Greater transparency and access to information through an improved parliamentary website with live-streaming capabilities, generating more than 1.6 million hits.
- Installed audiovisual systems for each chamber that, for the first time, allows Parliament to record and stream live plenary sessions and hearings to the public.
- Strengthened Press and Communications Departments, with increased frequency and quality of public communication and information on Parliament activities.

Lawmaking and Oversight

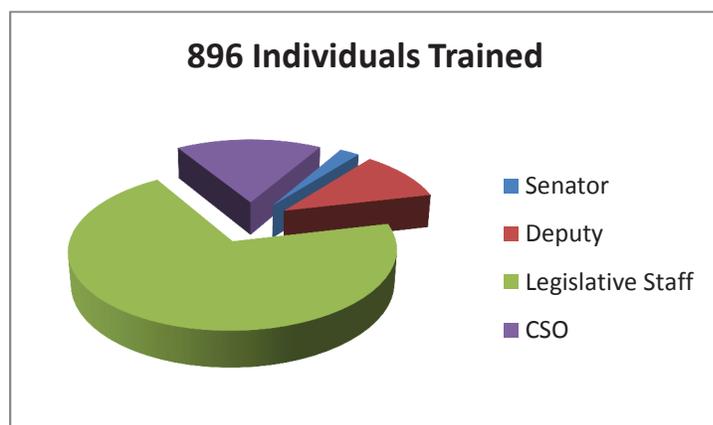
In the first two and a half years of implementation, PSP provided technical assistance to revise and pass more than 20 laws with significant consequences for Haiti. Assistance included training for members and staff in participatory legislative drafting, public meetings, and direct technical assistance to Commission Chairs. These laws, detailed below, reflected greater substantive input and public participation, as well as better crafted legislation in line with the Constitution and the intent of legislation:

- Budget law 2012–2013 (voted and published)
- Budget law 2013–2014 (voted and published)
- Anti-money laundering and terrorism (voted and published)
- Adoption bill (voted and published)
- Anti-trafficking (voted and published)
- Electoral law (voted and published)
- National Funds for Education (voted on in the Chamber of Deputies)
- Nine health laws (debates with CSOs)
- Three sports and culture laws (debates and input from CSOs)
- Telecommunications bill (proposition)
- Internal regulations for the Chamber of Deputies (draft)
- Internal regulations for the Senate (draft)
- Internal regulations with the National Assembly (draft)
- Code of Ethics (draft)

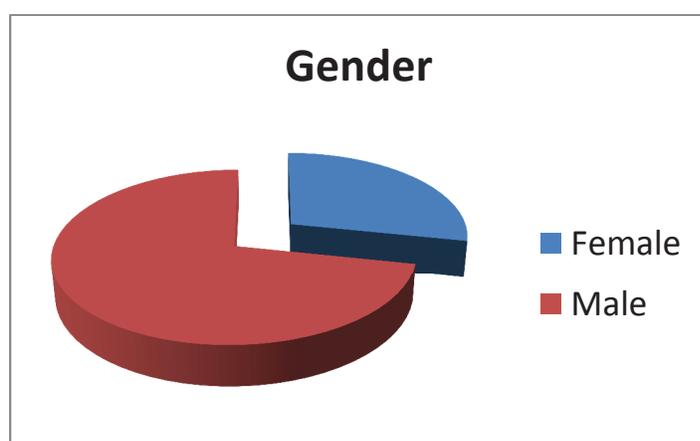
Management/Infrastructure

- Internet access for more than 260 wired and 100 wireless users.
- Procurement and installation of computer hardware and office equipment for all major departments of both chambers.
- An advanced draft of the Parliament’s five-year strategic development plan.
- Improved internal rules and codes of ethics for both chambers.

PARTICIPANTS AND RECIPIENTS OF TRAINING AND TECHNICAL ASSISTANCE



Recipient	Number Trained
Senator	21
Deputy	96
Legislative Staff	626
CSO	153



Gender	All Activities
Female	331
Male	841
Total	1,172

CONSTRAINTS TO PROJECT IMPLEMENTATION

Implementation occurred through as close a partnership with Parliament as possible. A number of constraints, however, impeded program implementation.

- Political turmoil.** The political context outlined above constrained program implementation significantly. The paralyzing confrontations between the executive and legislative branches frequently diverted Parliament's attention from its legislative and oversight duties, which PSP was mandated to support, limiting entry points. Related, leadership's attention and support for parliamentary reform waxed and waned. The availability of and communications with parliamentary leaders and decision-makers were inconsistent. Collectively, the situation contributed to numerous and lengthy delays in parliamentary decisions required to implement and to complete activities within the timeframes envisioned in program workplans.
- Changes in Parliamentary leadership and impact on work planning.** Parliamentary senior leadership changed annually during the course of the program, in keeping with the Rules of Procedure of each house. Annual leadership elections and related workplan consultations with stakeholders were anticipated. However, the degree of leadership turnover, the difficult personalities involved, and the insistence on specific activity approval by each new set of leaders created conflict and delays in establishing and carrying out workplans. As an illustration, the new leadership that assumed power in

January 2012 expressed contrasting desires from those of previous leaders, which were agreed to and concluded in the comprehensive needs assessment from the program start-up just months before. This required something of a renegotiation and re-explanation of the basis and terms for PSP. The leadership did not approve the Year 1 workplan until a full year into the program, in November 2012.

Furthermore, the change in leadership in the lower chamber in January 2013 obligated PSP to re-initiate the approval process once again. Without an approved workplan, the Haiti PSP team was required to seek both chambers' approval for each individual activity, which resulted in delays and, in some cases, indefinitely postponed the implementation of planned activities. The situation created space for requests from Parliament for assistance that did not fall directly within the program's mandate, particularly requests for assistance to individual members of Parliament in their constituencies. While constituency work training was foreseen as a possibility in the design, it was done so with the understanding that these activities would begin post-election, at the beginning of a new member's term. As elections were constantly delayed but possibly "just around the corner," constituency work was deemed by USAID to be perceived as too political.

- ***Project suspension over sharing of financial details.*** In February 2013, the newly elected leadership of the Chamber of Deputies requested a detailed financial report of the program's expenditures, tying approval of the Year 2 workplan to submission of the report. USAID intervened to manage the process given the sensitivity of information being requested and the potential consequences of precedent setting for other USAID programs. As USAID was working through this issue internally and with Washington, the Chamber of Deputies grew frustrated with the delays and suspended cooperation with the program in May 2013. This resulted in the cancellation of previously planned activities and lost momentum until a new workplan was finally developed and approved in August 2013.
- ***Lack of a fully empowered program steering committee.*** The memorandum of understanding (MOU) signed between the Parliament and PSP called for a Tripartite Committee comprising USAID, the Parliament, and PSP representatives to oversee program implementation. This was established, but the committee met only twice because Parliament members did not make themselves available. As a necessary compromise, a staff-oriented Technical Committee (*Conseille Technique*) was established with a membership drawn from the secretaries general of each Chamber and the leaders of each Chamber's legislative departments. The *Conseille Technique* met fairly regularly but lacked the decision-making authority to approve consultants and training participants for most program activities. This greatly slowed program implementation.
- ***Centralized decision-making and weak communication channels within Parliament.*** A deficit of internal communication at Parliament and highly centralized decision-making processes often made it difficult to firmly plan for and organize events such as training sessions and public forums. Operationally, authorizations at the highest levels—such as at the level of the General Secretary or the Speaker—were required for mundane items, including final staff participant training lists and sub-activity approvals. This also contributed to delays in obtaining approvals for technical consultants, which impeded timely completion of workplan activities.
- ***Ongoing tensions in Haitian-U.S. Government relations.*** The program was challenged by Haitian politicians' mixed feelings toward U.S. Government assistance in general. This was evident in the leadership's disagreement over the need for an MOU between USAID and Parliament, in which the Parliament cited the bilateral agreement as a sufficient overall framework for execution of PSP. A compromise was reached eventually by developing an MOU between Parliament and PSP directly.

Parliament's strong reluctance to approve occasional international consultants was another manifestation of this tension. This made it difficult for the program to offer international comparative capacity or analysis that was sometimes required to complement local experts.

The most overarching consequence of these constraints was that the holistic nature of program activities envisaged in the initial program design did not gain full momentum. The continuous starts and stops to activity design and implementation resulted in a series of activities that were more ad hoc and transactional than strategic. This negatively influenced the anticipated overall results.

D. DONOR COORDINATION

PSP took the reins on donor coordination within the legislative strengthening sector early in implementation. In February 2012, PSP began hosting weekly working meetings with the governance Donor Coordination Committee. PSP also led the effort to draft and maintain a table that details each donor's activities in support of the Haitian Parliament to avoid duplication of activities and any possible work at cross-purposes. Cooperation included the following:

- ***The United Nations Department of Economic and Social Affairs (UNDESA)*** conducted a comprehensive IT needs assessment within the Parliament. PSP supported the assessment and used the findings to direct PSP hardware and software implementation, and related training.
- ***The French National Assembly*** hosted two Observational Study Tours in France for Parliament staff, organized by PSP.
- ***The United Nations Stabilization Mission in Haiti*** coordinated with PSP on governance activities overall, particularly regarding executive-legislative cooperation and coordination.
- ***The National Democratic Institute*** shared a common objective of advancing women's participation in political life. PSP and the National Democratic Institute worked together to conduct complementary activities to support development of the Parliament's women's caucus.
- ***International IDEA*** overlapped with PSP in a program to strengthen Political Blocs in Parliament. The two organizations ensured training activities were complementary and jointly organized a retreat to formulate the annual legislative agenda.

E. KEY PERSONNEL MANAGEMENT

DAI maintained one Chief of Party—Belgian national Geraldine Pelzer—from the beginning of the program through the period of the CAPP review. After the CAPP presentation in February 2014, Ms. Pelzer left for a position with another USAID program, while U.S. national Connie Paraskeva was brought in as Acting Chief of Party for what became the close-down period (March–June 2014).

Initially, another expatriate, John Bosley, was brought in as Assessment Team Leader and to act as a senior technical advisor during the first year of the program. By agreement with USAID, this position was converted after the Assessment to become a Parliamentary Strengthening Specialist to be filled by a local staff person. Haitian national Jean Jacques Descartes held the position from December 2011 to May 2014.

The program had three expatriate Deputy Chiefs of Party during Phase I, who were primarily responsible for administrative and operational aspects. These included Laurie Knop (October 2011–July 2012), a previous employee of DAI who had to depart the program prematurely due to a family emergency; Beth

Cunningham (November 2012–November 2013); and Margaret (Peg) Clement (January–June 2014 close-down).

CHAPTER TWO

ACTIVITIES AND RESULTS

A. COMPONENT 0: CROSSCUTTING ACTIVITIES

This component was established to document foundational activities that contributed to overall program management and goals related to representation, lawmaking, oversight and administrative functions. It included continued development of the Parliament’s strategic plan.

ACTIVITY 0.1: SUPPORT A STEERING COMMITTEE FOR THE PROGRAM

Beginning in Year 1, PSP worked with both chambers to establish a member-/leadership-driven Technical Council to serve as the steering committee for PSP programming and for broader donor coordination. PSP hired two local consultants to support the Secretariat of the Technical Council and serve as liaisons between Parliament, PSP, donors, and other stakeholders. PSP consultants also organized the weekly meetings of the Technical Council and were integral to the finalization of the MOU between PSP and Parliament (see below).

The change of leadership in the lower chamber diminished the steering committee’s role as program interlocutor and decision-making authority. Members were rarely able to meet, contributing to delays in activity approval. Because of these delays, USAID and DAI agreed to the establishment of a more staff-driven committee, with membership drawn from the secretaries general of each chamber and the leaders of each chamber’s legislative departments. Although the committee met with greater frequency, it lacked the decision-making authority to approve consultants and training participants for most program activities, which further slowed program implementation.

ACTIVITY 0.2: DEVELOP A MEMORANDUM OF UNDERSTANDING BETWEEN THE PARLIAMENT AND USAID

The PSP agreement called for the implementer to facilitate a formal MOU between USAID and the Parliament. During the start-up and design phases, PSP staff approached the Parliamentary leadership about the agreement. Parliamentary leaders cited the bilateral agreement as a sufficient overall framework for the execution of PSP and refused to sign another agreement with USAID/U.S. Government. A compromise was eventually reached by the program, as agreed with USAID, by developing an MOU between Parliament and PSP directly. After months of in-depth consultation and discussion with the leadership of both chambers, and despite continued reluctance from Parliament to do so, on October 1, 2012, PSP’s Chief of Party and the Presidents of the Senate and Chamber of Deputies signed an MOU signaling the official cooperation between Parliament and the program and defining PSP’s objectives, areas of focus, duration, and financing as well as the responsibilities of each party.

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

Intermediate Result Pursued	Major Activities
IR 1: Institutional and Administrative Capacity Strengthened	Evaluation of the 2006–2010 Strategic Development Plan
	Initial retreat for the Evaluation of the Strategic Development Plan 2006–2010 and establishment of a Strategic Planning Committee
	Training on strategic planning and project management
	First draft development of the Horizon 2030 strategic development plan
	Workshop for revisions to the first draft of the strategic development plan

Component 0.3 Major Results

- The Haitian Parliament now has an advanced draft of its five-year strategic development plan along with informative recommendations for finalizing the draft.
- There is strong Parliamentary ownership of its strategic development plan, built through a participatory development process.
- Parliament staff are capable of identifying and prioritizing their institutional development needs.

Component 0.3 Major Activities

Review of 2005–2010 Strategic Plan and Establishment of Strategic Plan Committee

At Parliament’s request, PSP began the formulation of the new strategic development plan by evaluating the Parliament’s implementation of its most recent plan. The findings are based on consultations with more than 40 stakeholders, including current and past Parliament presidents, committee chairs, and staff as well as journalists accredited with Parliament. In June 2012, PSP’s consultants—one Haitian and one Canadian—completed their evaluation of the 2006–2010 Strategic Development Plan. On July 8, 2012, PSP facilitated a workshop to present the findings to parliamentarians, staff, and a dozen representatives from various universities.

Although the 2006–2010 Strategic Development Plan was found to be an effective planning tool, one of the principal findings of the evaluation concerned the lack of involvement of parliamentarians and staff in its execution; some were not even aware of its existence. The workshop allowed parliamentarians and staff to provide feedback on the findings to ensure their views will ultimately be reflected in the 2013–2022 Plan. The workshop resulted in a bicameral committee charged with the preparation of the new Plan for eventual submission to the leadership of both chambers for approval. PSP supported a subsequent series of planning activities, as outlined below.



Meeting on the dissemination of the report on the review of the Strategic Development Plan 2006–2010

Retreat for the Evaluation of the Strategic Development Plan 2006–2010 and Establishment of a Strategic Planning Committee

In Year 2, PSP conducted a retreat for members of the newly created bicameral Strategic Development Planning Committee to strengthen its technical capacity in strategic planning, provide tools to help members realize their objectives, and introduce methods and techniques in conducting focus groups.

Reinforcing the capacity of the strategic planning committee was an essential element of support to the eventual development and adoption of the new Strategic Plan for the Parliament.

Training on Strategic Planning and Project Management

Conducted early in Year 3, the objectives of this training ensured that participants:

- Understand and apply concepts and basic principles of strategic planning;
- Possess tools for applying strategic planning in their work;
- Can adapt processes and services of parliamentary administration to the work-related needs of elected officials; and
- Can identify Parliament's needs in the short, medium, and long term.

During this course, parliamentary staff acquired skills on project planning and management, which would be used in supporting members as Parliament developed the new Strategic Development Plan. Following this session, participants conducted a wrap-up and feedback session for both chambers. Of the 21 participants, 86 percent expressed satisfaction and stated that the training contributed significantly to professional development.

First Draft of "Horizon 2030," the Five-Year Strategic Development Plan

The first written draft of this plan was achieved through a series of consultant research assignments and consultative meetings in the form of focus groups and key informant interviews with legislative staff, political party representatives, elected officials, and political blocks inside Parliament. The first focus group included people from eight political parties, the second was conducted with 10 staff from the Lower House, and the final focus group consulted 11 members of a major parliamentary political block. In addition, PSP hired national and international consultants to work on issues of ICT, human resources, and physical and material infrastructures related to the new parliament building under construction. All information gathered through these exercises informed the formulation of the new strategic development plan.

Workshop for Revisions to the First Draft of the Strategic Development Plan

Before the end of Phase I, PSP organized a one-day working session for 20 directors of Haiti's parliamentary administrative and legislative departments for a working-level review of the draft of the *Horizon 2030*. This draft compiled and synthesized all previously conducted studies, focus groups sessions, and other consultations to extract Parliament's desires for strategic planning contents. Participants discussed the document in general terms in a full group session and then in detail in three sub-working groups.

Working groups reviewed and critiqued the document on the basis of its technical content. The working sessions concluded with recommendations for:

- Seven additional priorities to be distributed among the original three strategic approaches (*axes*);
- The development of one crosscutting strategic approach to include gender, evaluation, and governance; and
- Greater narrative description of the plan's normative framework.

PSP incorporated all of these recommendations into the draft to generate the *final draft of Horizon 2030*, submitted before the end of Phase I. Given that Phase II would not be undertaken and, therefore, PSP would not be able to support the Parliament’s further development of the plan, the program also submitted a “Way Forward” document to the Parliament. This document included recommended actions for the Parliament’s completion of the Strategic Development Plan and included suggested Terms of Reference for some of the expertise that would be required for Parliament’s final review and approval of the plan.

B. COMPONENT 1: STRENGTHENING THE INSTITUTIONAL AND ADMINISTRATIVE CAPACITY OF PARLIAMENT

Activities under this component helped build the much-needed ICT infrastructure to modernize the Haitian Parliament’s institutional and administrative capacity. Observational study tours and follow-on technical assistance and training gave key parliamentary staff the vision and understanding of how to improve their administrative systems and legislative process flows. PSP supported the development of improved internal rules of procedures and small research libraries to help institutionalize support to legislative functions in particular.

Intermediate Result Pursued	Major Activities
IR 1: Institutional and Administrative Capacity Strengthened	IT assessment and large procurement of office and computer equipment
	Introduction to BUGENI legislative management software
	Cisco certification training for Parliament IT staff
	Mini research libraries for both chambers
	Technical support to improved internal rules of procedure and codes of ethics for both chambers
	Observational study tours to French and Quebec Parliaments on institutional reform models

COMPONENT 1 MAJOR RESULTS

- All major departments of both chambers are sufficiently furnished with computer hardware and office equipment.
- More than 260 LAN users and 100 wireless users among Parliament staff and members are now connected to the internet and an internal network for more efficient day-to-day operations of the Parliament.
- Parliament’s IT staff is Cisco-certified to ensure the technical capacity for operating the new IT systems.
- Parliament’s institutional framework now includes improved internal rules and codes of ethics to govern legislative functions.
- Members and staff can now refer to mini research libraries to inform the policy-making process.

COMPONENT 1 MAJOR ACTIVITIES

Implementation of ICT Plan, Including Procurement of Office and Computer Equipment

As part of its efforts to strengthen the democratic functioning of parliaments in the Caribbean, UNDESA conducted an ICT needs assessment of the Haitian Parliament in mid-2012. The UNDESA assessment report recommended 14 major actions to improve Parliament’s ICT infrastructure, prioritized by phases. Ten of the recommendations were implemented by PSP, the only program to have carried out UNDESA’s recommendations.

An early recommendation called for the development of an ICT infrastructure that allows for reliable internet and adequately supports the internal communications of Parliament. PSP promptly addressed these recommendations by installing wireless and cable capacity for both chambers. The Haitian Parliament was well engaged in this process, having worked with a service provider to identify the type of connection required and assuming responsibility for the recurrent costs associated with this connection. PSP trained Parliament's IT staff in the use and maintenance of the provided IT equipment as well as in the use of various software programs provided. An UNDESA follow-on ICT assessment in May 2013 confirmed that PSP's support resulted in more technologically advanced connectivity capabilities for the Haitian Parliament. However, through the end of the program, Parliament's coverage of the recurrent costs associated with its internet connectivity was inconsistent, which commonly resulted in downtime within its internet system.

PSP also furnished the many parliamentary offices in need of equipment following the 2010 earthquake. Procurements included nearly \$200,000 of office furniture, computers, hardware and software, and internet connectivity/wiring.

Introduction to BUNGENI Legislative Management Software

PSP collaborated with UNDESA to conduct an introductory workshop for the Haitian Parliament on the BUNGENI parliamentary information management system. The workshop was designed to demonstrate the full capacity and applicability of the BUNGENI legislative information management system so that the Haitian Parliament could determine whether or not to invest in such a system. Parliamentary staff studied basic concepts of the software, how the system works, and its capacity to increase efficiencies in the legislative process. Participants also examined the system's ability to facilitate communication between the two chambers as well as between the Parliament and the public.



Hands-on BUNGENI software training

Participants concluded that despite some challenges and constraints in using the program, BUNGENI would be a useful, efficient, and cost-effective tool. The Secretary General of the Senate committed to recommending the use of the BUNGENI system to the political leadership of both chambers.

Cisco Certification

To complement PSP's earlier procurement of computers and other IT equipment for the Parliament, local subcontractor Transversal trained and certified parliamentary IT staff in the operation of Cisco network systems. This three-week course equipped IT professionals in both houses of Parliament with skills in network administration, asset management, and security measures of the internet. As a result, participants learned to install, operate, and troubleshoot a small branch office network, which is the size of the network set up for the Haitian Parliament by PSP. All training participants received certifications in the management of Cisco networks.

Mini-Research Libraries for Both Chambers

The program provided small legislative libraries to both chambers of Parliament to improve the professional capacity and performance of legislative staff supporting parliamentary committees in drafting and reviewing legislation. More than 200 books, including reference materials on public law and

constitutional law, dictionaries, glossaries, policy manuals, and Haitian history books, were delivered in bookshelf units to supplement the Parliament’s research holdings.

Revised Rules of Procedure and Codes of Ethics

PSP engaged two local experts in constitutional and parliamentary affairs to revise the Rules of Procedures and Code of Ethics individually for each chamber, as well as jointly for the National Assembly. The consultants worked in close consultation with the leadership and members of both chambers. Among other stipulations included in the internal rules revisions were the change to the terms of bureau and commission presidents, integration of changes resulting from the constitutional amendment, and provisions to improve commissions’ interactions with and oversight of ministers. The revisions to these documents were validated through consultations and a workshop.

Observational Study Tours to Francophone Parliaments

PSP facilitated four observational study tours for the Haitian Parliament. Staff of each chamber traveled separately to the French National Assembly and the Quebec National Assembly. The two Quebec study tours were organized by subcontractor the National Conference of State Legislatures—the Quebec Parliament is one of its members. Visits to the French Parliament were arranged more directly by the French Parliament with input from the delegation and logistical support and oversight by PSP. The tours highlighted administrative and operational systems as well as legislative processes. Topics collectively covered included:

- Parliamentary procedures and structures;
- Committee functions and rules;
- Executive oversight functions;
- The functioning of the General Secretariat of the Presidency;
- Communications functions;
- Parliamentary research services;
- Security operations; and
- Ethics principles.



A session from the study tour to the French National Assembly in September/October 2013

In summarizing the benefits of the study tours, participants noted numerous aspects of work flow organization, rules of procedure, and organizational structures that could increase the efficiency and effectiveness of their work in the Haitian Parliament. Participants also received many useful templates and formats that they adapted for specific legislative functions within the Haitian Parliament. Furthermore, the tours exposed staff to different methods for developing and managing ICT systems, hardware, and software, and for archiving legislative records. Below is information specific to each study visit.

Study Tours to the Quebec National Assembly, October 2013 and March 2014

The programs focused on the role of staff support for key functions including parliamentary procedure, committee services, rules of procedures, and public communications services. Quebec was chosen because of its francophone qualities, relatively small size, location, and reputation for strategic management. Each delegation to Quebec was accompanied by a PSP Technical Program Specialist. Nine

Senate staff members traveled to the Quebec National Assembly on the first study tour in October 2013, while 11 Senate staff traveled to Quebec on the second study tour in March 2014.

The study tours included presentations from key staff leadership on the organization and functioning of the Quebec National Assembly, sharing of tools such as research tools, a guided tour of facilities, and witnessing live committee and plenary sessions. Participants were broken into subgroups for in-depth discussions with staff who corresponded to their own units or job descriptions.

The delegates from the Haitian Senate focused on a variety of legislative management techniques that included research and documentation, legislative drafting and analysis, and logistics management of the Parliament building and its staff. The delegations met separately and collectively with their direct counterparts in Quebec, as well as with the Secretary General, protocol representatives, sessions managers, and various department heads.

The Senate delegations brought back specific ideas for administrative improvements, although they identified as a continuing challenge that the Haiti parliamentary administration is under the political control of legislators, who prefer the status quo. Other important observations included the following:

- The Haitian delegation was interested in the advantages inherent to the professional civil service status enjoyed by Quebec's National Assembly employees. They realized that in Quebec, as civil servants gain more experience, they are increasingly remunerated over time, contributing to their motivation to stay and work diligently. They found this favorable to their own situation which, they said, bases promotions on favoritism rather than merit.
- The Research Services participants of the Senate realized that the Quebec research unit carries out much higher-level and more frequent research tasks (analysis of committee notes, report writing for bills, preparation of speeches) for their parliamentarians than do the Haitian staffers. The Haitians expressed determination to ask for more responsibilities and to offer a wider scope of services in the future.
- Haitian parliamentary staff of the Senate witnessed and wanted to replicate a numbering system and applications that are able to create two copies of every important document—to avoid what happened in January 2010 when the earthquake destroyed every existing copy of most archives.
- A Haitian Deputy Secretary General from the Senate concluded from the Quebec tour that he wanted to institute a better database for storing and tracking all laws passed since 2010; this would allow easier access than the current system, which is not cross-indexed. This same participant noted that he would like to professionalize the Haitian Parliament's security services through a central recruitment and training program similar to that of the Quebec National Assembly.



Observational study tour participants were amazed that the librarian in Quebec had to “fight” for two years to get a virtual library installed. The Haitians realized they may have to persist and be patient to get what they want in the newly constructed Haitian Parliament.

The Haitians were also surprised to learn that the librarian in Quebec says he routinely goes out to “sell his services” to members of Parliament, and does not wait for them to come calling or requesting services. He wants the legislators to be aware of everything he has to offer.

Study Tours to the French National Assembly, September-October 2013 and February 2014

In September and October 2013, eight delegates from the Haitian Chamber of Deputies completed a study tour to visit the French National Assembly. The delegation was composed of directors of key administrative services, including archives, human resources, meeting services, treasury, public relations/protocol, and committees. They met in groups and through subgroups with corresponding units of the French National Assembly. The sessions led by the French National Assembly covered in depth the Assembly's structure, roles and responsibilities, human resources organization, and committee structure. Some key observations follow:

- Participants were impressed with the permanent nature of the Finance Committee's structures in the French National Assembly, and how the structure offered advantages to the committee's effectiveness.
- Participants paid particular attention to the terms of the career law and regulations under which the National Assembly staff work, and intended to bring these tools back to Haiti for discussion related to the pending parliament staff law.
- Also of great interest were the procedures laid out for maintaining prompt and accurate minutes of all deliberative sessions.
- French Parliament requirements of asset declarations by all members of Parliament proved informative to participants who aim to have this included in Haitian rules.

In February 2014, an additional eight delegates from the Chamber of Deputies took part in a second study tour to visit the French National Assembly. The sessions focused on an overview of French institutions, the organization of the work of commissions, protocol in the official activities of the National Assembly, the organization of service reporting, and the function of the Secretary General of the President.

TRAINING PROGRAMS

COMPONENT 1: TRAINING COURSES AT A GLANCE

Type of training	Participants		Total
	Male	Female	
Cisco network	9	2	11
Introduction to BUNGENI legislative management software	35	22	57
Observational Study Tours to the National Assemblies of Quebec and France on institutional reform models	21	14	35
Total	65	38	103

C. COMPONENT 2: STRENGTHENING ACCOUNTABILITY AND TRANSPARENCY THROUGH COMMUNICATION AND AWARENESS

Activities under this component increased Parliamentary outreach to citizens. PSP focused intensely on strengthening the Press and Communications Departments of the Parliament throughout the program. PSP's provision of a modern audiovisual system greatly increased transparency by enabling plenary sessions and committee meetings to be recorded and posted to the Parliament website. The program also conducted public forums and hearings on major pieces of legislation to bolster both accountability and awareness around key policy issues.

Intermediate Result Pursued	Major Activities
IR 2: Accountability and Transparency Strengthened IR 4: Capacity for Handling Emergent Issues Strengthened (which called for parliamentary hearings to be open to CSOs and other experts)	Press office strengthening
	Audiovisual production training and equipment
	Website modernization and training
	Forums and hearings on key legislative issues
	Publication of Chamber magazines
	Manuscript of the book on the history of the Senate

COMPONENT 2 MAJOR RESULTS

- Journalists have greater and easier access to information on Parliament’s activities.
- An improved parliamentary website with live streaming now brings parliamentary proceedings to anyone with access to the internet.
- The modernized website by the end of Phase I had obtained more than 1.6 million hits, more than 12 times the initial PMP goal.
- Both chambers now have technologically sophisticated audiovisual systems that, for the first time, allow Parliament to record and stream live plenary sessions and hearings to the public.
- Civil society and the public at large contributed to the drafting process of more than 20 priority laws through public hearings and forums.

COMPONENT 2 MAJOR ACTIVITIES

Strengthening the Press and Communication Departments of Both Chambers

This activity provided critical capacity building training to the Protocol and Public Relations Office of the Parliament. In the first year, PSP provided two, one-day training sessions to develop skills in top-quality protocol coverage at official Parliament events and emphasized the roles and responsibilities of public relations officers. This course introduced the basics of protocol at the institutional level in ceremonies, meetings, and international relations.

PSP subcontractor Spectrum Media reinforced this training during Year 2 through periodic technical assistance. Spectrum also spent considerable time preparing an extensive course in the use of media and ICT for the Press and Communications Departments. Multiple, expensive delays resulting from Parliament’s suspension of activities over the issue of sharing detailed program financial information, however, caused PSP to cancel this training course.

In Year 3, PSP subcontracted a local public relations firm, FORMATEL, for two additional training courses in protocol and public relations. The first of these courses provided theoretical and practical classroom exercises on topics such as coverage of official events, responsibilities in safeguarding the public image of the Parliament, and the daily functions of a protocol and public relations officer. The second course afforded more practical application of these skills through onsite training sessions. These sessions were planned through feedback sessions with



Participants in the FORMATEL training

the trainees and their supervisors to capture performance areas of most immediate importance. The objectives were to:

- Improve collaborative planning as a team;
- Test theoretical knowledge gained in the first course; and
- Correct the behaviors and performance commonly found in need of improvement.

FORMATEL trainers also used role playing and participatory critiques of the trainees' work as learning tools. At the conclusion of the second phase of training, the program submitted to the Parliament a *Protocol Handbook* customized for the Haitian Parliament.

Audiovisual Production Training Sessions and Equipment

In support of efforts to strengthen the Press and Communications Departments, PSP procured and installed \$146,800 worth of audiovisual and recording equipment and trained staff in its use. The program also equipped the two plenary halls and committee rooms with a public announcement system, microphones, and television screens to project images, text, or live sessions. This new capacity to electronically record plenary sessions and committee meetings was critical to ensuring the accuracy of proceedings and legislative texts that are put up for a vote.

After installing the equipment, PSP provided technical assistance to film parliamentary sessions and project images and text on the LCD screens until it could later train Parliament staff who would assume this responsibility. The technical assistance included two camera operators, a film editor, and a producer to ensure the quality of Parliament's recorded broadcasts. Sessions filmed and produced by PSP included the:

- Vote on the political parties' bill;
- Vote on the anti-money laundering law in the Senate;
- Consultation workshop on the telecommunications bill; and
- Appearance of the Prime Minister before the Senate.

In Year 2, PSP conducted extensive training for Parliament staff from the Press and Communication Services of both chambers on the operation and maintenance of the audiovisual systems. In close collaboration with PSP, Parliament identified the staff

to be trained and reviewed and approved the agenda before the delivery of the training. The participants were trained in the theoretical aspects of producing and editing film, as well as in the practical use of the equipment provided by PSP. The training was essential to giving Parliament the resources and skills necessary to produce and disseminate its own message and assume responsibility for the operation of audiovisual equipment.

In Year 3, PSP conducted a more advanced training in the use of this equipment. This was a five-day training session on video production. This hands-on workshop featured practical learning modules conducted inside the audiovisual studio provided by the program. At the conclusion, participations



Follow-on technical assistance in the use of audiovisual equipment

produced a short video to demonstrate their new skills in producing documentaries to boost Parliament's image. PSP provided follow-on technical assistance to participants of this course to troubleshoot any difficulties they had putting their knowledge into practice.

Website Modernization and Training

USAID's precursor project to PSP, PAPH, developed a basic website for the Parliament. PSP's Year 1 assessment identified modernization of this website as a priority for Parliament. To modernize the website, PSP's local partner, web development firm GENINOV, first conducted a needs assessment. GENINOV then developed the technical requirements for the website, implemented the technical design and module development, and conducted local testing. To ensure Parliament's ownership of the final product, all of this work was carried out in close collaboration with Parliament's IT staff. Major upgrades to the website changed the publishing format from PDF to HTML, divided the site into separate sections for each chamber, and permitted live streaming of parliamentary sessions and hearings. This capacity to develop and disseminate its own broadcasts gave Parliament greater control of the message it conveys to the public. While implementing these upgrades, PSP funded a consultant to support Parliament staff in updating content on the website.



Screenshot of the modernized Parliament website

In Year 2, PSP conducted a three-day webmaster training for Parliament IT staff to transfer full responsibility of the site to Parliament. The website was officially completed and transferred to the Haitian Parliament on December 19, 2013, in a handover ceremony. Following this event, GENINOV

provided follow-on technical assistance to the parliamentary staff from both Houses responsible for the maintenance of Parliament’s website.

The modernized website was so popular that by the end of Phase I it had obtained more than 12 times as many hits as targeted in the PMP.

Forums and Hearings on Key Legislative Issues

PSP supported public forums related to two indicators under the PMP. Indicator 2.2 called for “public forums in which legislators and members of the public interact,” and Indicator 4.2 measured “parliamentary hearings (partially defined as forums) open to CSOs and other experts.” To this end, **PSP supported a total of 14 public forums and 23 hearings to assist parliamentary committees in soliciting and incorporating public interest, advocacy, and comment on pending legislation.** These public consultations also served to raise awareness among key stakeholders and elected officials around such important topics as HIV/AIDS, gender and equity, education, culture promotion, and finances.

Examples of the types and conduct of the forums and hearings follow:

- PSP supported **International Women’s Day events** in the constituencies of 11 Deputies, all of whom were either members of the lower chamber leadership or the women’s caucus. The events included speeches from the members, local government officials, and women’s rights organizations focused on challenges women face, most notably violence against women and equal opportunity for education and employment. These forums provided an opportunity for elected representatives to meet with constituents, who, in turn, could share their grievances and learn about the Deputy’s work in their communes. Attendance varied by location, from a few hundred in Saut d’Eau and Bel-Air, to 5,000 in Camp Perrin.
- The Senate Social Affairs Committee organized a hearing on joint recommendations made for the bill on **Trafficking in Persons**. The recommendations were formulated by an *ad hoc* committee set up by major national and international stakeholders including the Institut du Bien-Etre Social et de Recherches (IBESR), the United Nations Children’s Fund, the International Organization for Migration, World Vision, and the Ministry of Social Affairs. This hearing informed subsequent technical advisory services provided by PSP on this bill.
- The Lower House Health Committee held an open **public forum for World AIDS Day**. This public consultation focused on HIV/AIDS legislation and aimed to raise awareness of stakeholders, including donors, medical professionals, and people living with HIV/AIDS. Prior to this forum, recommendations were made by different subgroups, including the National Program for the Fight against AIDS, to strengthen the bill.
- The **Gender and Equity** Committee launched a **public forum** attended by representatives of recognized women associations; delegates from the Ministry of Condition Feminine, Education, and Tourism; the CTCEP; the President of the Lower House; the President of the Senate; and almost a dozen deputies and senators. Through its inauguration of the Parliament’s Bureau for Gender and Equity, this event



CSOs and a protocol agent meet to provide public input on gender and equity promotion

institutionalized a structure to capture women’s voices and to raise awareness among stakeholders on women’s issues.

Publication of Chamber Magazines

In the context of improving the transparency of Parliament’s work and strengthening its administrative structure, PSP supported each chamber’s capacity to produce informative and high-quality communication tools, specifically through magazines highlighting their work, history, and members. The Lower Chamber’s magazine is *Voix de la Chambre*, while the Senate has *Res Publica*. PSP provided technical assistance for developing and editing articles to be published in the magazines, and supported their printing and distribution. At least one edition of each magazine listed all laws voted by the respective chamber, which provided a useful reference tool. They were distributed to Parliament, universities, CSOs, and other relevant stakeholders. Universities and CSOs in particular demonstrated surprising levels of demand for the magazines, which they found educational in an environment lacking publications on the Parliament and its work. CSOs found that the magazines catalyzed public interest in the work of Parliament and appreciated that the magazines could reach people who do not have access to the internet as a source of Parliament information.

Name of the Magazine	Chamber	Number of Publications	Total Number of Copies Printed
La Voix de la Chambre des Députés	Lower Chamber	4	6,000
Res Publica	Senate	2	4,000

Manuscript of the Book on the History of the Senate

At President Desras’s request, PSP contracted a team of writers to author a book on the history of the Senate. The work consisted of two volumes: the first presenting an overview of the four periods of the Senate and the second focused on the evolution of the relationship between the Senate and democracy in the country over the past 200 years. Unfortunately, the Senate was unable to complete its final edits to the manuscript in time for PSP to publish it before the program closed down. However, the program did provide graphics services for as long as possible to ensure that the full manuscript was completed and ready for publishing by the Senate.

TRAINING PROGRAMS

COMPONENT 2: TRAINING COURSES AT A GLANCE

Type of training	Participants		Total
	Male	Female	
Introductory press communications and protocol	13	2	15
Phase I protocol and public relations	16	15	31
Phase II protocol and public relations	27	2	29
Introduction to audiovisual production	26	6	32
Advanced audiovisual production	7	0	7
Webmaster skills	11	2	13
Total	100	27	127

D. COMPONENT 3: IMPROVING THE PROFESSIONAL CAPACITY OF PARLIAMENT IN THE AREAS OF GOVERNMENT OVERSIGHT AND LAWMAKING

PSP was able to obtain the best results in this area given the political and leadership constraints described in Chapter One of this report. Once technical consultants were approved by Parliament, they were able to collaborate closely and continuously with committee staff and members in analyzing and drafting legislation. Formal training sessions, along with on-the-job training by the consultants, produced a cadre of Parliament staff with strong legislative drafting skills. This support for two annual budget laws, along with workshops on budget control and process, strengthened Parliamentary oversight of the Executive branch.

Intermediate Result Pursued	Major Activities
I.R. 3: Professional Capacities Strengthened	Technical support to legislative drafting
	Legislative drafting training
I.R. 4: Capacity for Handling Emergent Issues Strengthened (which called for oversight hearings)	Support to Parliamentary oversight actions
	Budget control and process training
	Training on the electoral law

COMPONENT 3: MAJOR RESULTS

- Legislative drafting support for more than 20 laws with significant consequences for Haiti.
- The priority legislation produced through technical assistance to committees generated some of the most far-reaching impact of PSP. Several of the laws, including laws against Trafficking in Persons, Corruption, and Money Laundering, were essential to Haiti’s human rights, governance, and competitiveness standings with the United States and governments worldwide.
- The program left behind a skilled pool of expert legislative drafting staff and a legislative drafting manual for others to follow.

COMPONENT 3: MAJOR ACTIVITIES

Technical Support to Legislative Drafting

Throughout the program, PSP provided technical assistance to standing committees of both chambers in analyzing and drafting legislation. This took the form of program-sponsored subject matter and legal experts who worked under the direction of the relative committee chairs to consult stakeholders, provide international best practices, advise committee members during drafting and review sessions, and respond to questions arising during plenary deliberations of legislation. Many of the public forums and hearings described under other activities were facilitated by these experts. In all, PSP supported the drafting of more than 10 laws. Of these, the following were passed by at least one chamber:

Type of Law	Month passed by the Chamber of Deputies	Month passed by the Senate
Adoption	August 2013	May 2013
Anti-Money Laundering	September 2013	November 2013
Trafficking Persons	August 2013	April 2014
Budget Laws 2012	August 2012	August 2012
Budget Law 2013	July 2013	July 2013
Electoral Law	September 2013	November 2013

Type of Law	Month passed by the Chamber of Deputies	Month passed by the Senate
Education National Fund	August 2013	Not yet voted on

Detailed examples of this form of support are as follows:

- Adoption:** Following Haiti’s 2012 ratification of The Hague Convention on Adoption, the U.S. Government placed a high priority on supporting legislation to ensure compliance with the Convention. A government bill had been sent to Parliament in 2009 and was voted on in the Chamber of Deputies. In 2012, the international community, with the support of IBESR, provided technical assistance in drafting a second text, more in line with Hague requirements. PSP hired two consultants to assist the Senate Social Affairs Committee in the reconciliation of two texts, finalize the text for vote, and draft the committee report. With PSP support, the committee presented the report to the full Senate, which adopted the text in full.
- Telecommunications:** PSP hired a former Director General of CONATEL to provide technical assistance to the Senate Public Works Committee in the analysis of the framework telecommunications law. This consultant was a leading expert on telecommunications in Haiti. In addition to his previous leadership at CONATEL, he also served as an advisor for the Communications Director of the Ministry of Public Works and was the Head of L’Électricité d’Haïti’s Telecommunications Department. The U.S. and Haitian governments had identified the legislation as a priority as it lays the foundation for key e-signature and e-commerce initiatives. The committee finalized its report but the bill had yet to be voted in assembly by end of the PSP period of performance.
- Trafficking in Persons:** Following the public forum reported under Component 2, two PSP legislative drafting consultants continued to advise the Senate’s Social Affairs Committee in finalizing its report to the Senate leadership. They helped make several amendments to the bill, which were incorporated into the version that was finally voted on by both chambers. These amendments included the definition of victims, the section relating to offenses, and the criminalization of exploiting children, women and other vulnerable groups.
- National Education Fund:** With the assistance of PSP, the Senate Education Committee worked with representatives of five major unions to compile and analyze their suggestions for this bill.



Legislative Drafting Training

In Year 1, the program conducted an introductory course for staff and members primarily to help them break from their traditional concepts of legislative drafting, which involved each member drafting on his or her own. This course promoted the value of the Parliament’s development of a cadre of legislative drafting experts among its staff. This cadre later received an in-depth course in analyzing and drafting legislation.

Legislative drafting experts from DAI’s U.S.-based subcontractor, ICLAD, conducted a five-day advanced course in Year 3. After addressing theory and practice of legislative drafting techniques, the

instructor assigned groups of participants to draft particularly problematic sections of different bills. This required participants to identify the problems inherent to each piece of legislation and then draft provisions to address them. In so doing, participants learned to check for gaps, inconsistencies, and other inadequacies in draft legislation. They also analyzed intended and unintended consequences of legislation, and the impact of these consequences on the bills’ targeted beneficiaries. ICLAD used the Institutional Legislative Theory and Method model for the course, which employs a problem-solving framework for legislative drafters from a wide range of experience. This model is important to ICLAD’s methodology, which encourages legislative staff to bring multiple actors from government and nongovernmental organizations together for drafting or analysis.

Support to Parliamentary Oversight Actions

PSP supported a few of the 62 Parliament oversight actions recorded during Phase I with logistical and secretarial inputs. The Parliament otherwise conducted these actions on its own. Many of the oversight actions, however, were sparked by concerns registered in the PSP-sponsored forums and hearings on pending legislation. The table below offers examples of these oversight actions.

Date	Type of Hearing
October 12, 2012	The Senate Committee on Justice and Security convoked the Minister of Justice regarding irregularities in the transfer of particular police official.
February 25, 2013	The Chamber of Deputies Commission on Agriculture and Environment called in the Minister of Environment to question on recent issues involving environmental degradation.
November 5, 2013	The Justice Committee asked the Director of the National Police to provide an explanation of the recent street conflicts and reported incidences of police brutality. The Ministers of Justice, Interior, and Foreign Affairs were also summoned. The Senators who signed the Interpellation Act hold these Ministers responsible for many institutional troubles in the country.
November 21, 2013	The Public Health Committee from both chambers met to discuss and determine whether the United Nations is responsible for introducing cholera into Haiti. The President of the Health Senate Committee, Sinal Bertrand, was called in to testify.
January 29, 2014	The Ministers of Justice and National Education were convoked by the Chamber of Deputies to answer questions from parliamentarians regarding strike actions by teachers, the recent wave of students’ demonstrations, and the alleged violent response by the police.

Budget Control and Process Training

Within the first six months of program implementation, PSP launched workshops for staff from both chambers’ Finance and Economic Committees in budget control and processes. The first of the two workshops addressed budget functions, the government budget cycle, and techniques for analyzing key figures in the national budget. A follow-on workshop focused on a small cadre of the Finance and Economic Committees. This workshop was designed to develop their skills in conducting surveys and other research in support of their committees’ work. This cadre also learned to facilitate members’ thorough analysis of draft finance laws.

Training on the Electoral Law

This training took place through a series of facilitated working sessions among committee staff, members, and political party representatives. The sessions broke down the complexity of the electoral issues at play and facilitated consensus building around key issues. Chief among these was the issue of requiring a quota for women’s candidacies.

TRAINING COURSES

COMPONENT 3 TRAINING COURSES AT A GLANCE

Type of training	Participants		Total
	Male	Female	
Introduction to legislative drafting	13	12	25
Advanced legislative drafting	11	5	16
Electoral law	15	6	21
Budget control	19	13	32
Budget process	18	13	31
Total	76	49	125

E. ACTIVITIES CONDUCTED OUTSIDE OF WORKPLANS

TIMELY INFORMATION REPORTING TO THE U.S. GOVERNMENT

Although not anticipated in the cooperative agreement or in annual workplans, the program served as a primary source of information on parliamentary issues and legislation for USAID and the Embassy. In addition to weekly updates on the political happenings, the program frequently responded to quick turn-around requests to provide real-time updates on issues at hand. This information was regularly used for briefings for the Ambassador, high-level visitors, and U.S. agencies in Washington. As the only U.S.-funded program working solely with the Parliament, PSP proved a valuable source of reliable updates in a fluid and opaque political environment in which public pronouncements and media reports often presented contradictory information.

F. PLANNED FOR PHASE II

Were PSP to have continued through Phase II, the program would have proposed expanding on several key activities from Phase I.

- Technical assistance in finalizing the Horizon 2030 Strategic Development Plan and capacity building for developing budgets and action plans for its implementation;
- New-member orientation for the Parliament to be elected in the next year;
- More in-depth training in:
 - Public outreach and communications;
 - Advanced ICT training and certification;
 - Management and leadership skills; and
 - Legal drafting and analysis;
- Strategic procurement of additional ICT equipment;
- Support to strengthen the role of constituency offices;
- Workshops for journalists and CSOs to increase their understanding of the full potential of Parliament's role; and

- Focused support for select Committee Chairs.

G. ASSESSMENTS AND EVALUATIONS

- *A comprehensive baseline assessment* of the functioning of Parliament in all aspects was conducted and shared with membership and staff.
- *An evaluation of Parliament's implementation of the 2006–2010 Strategic Development Plan* detailed the impression of more than 40 Parliament staff and members to determine a point of departure for development of the next strategic plan.
- *The Continuing Application Process (CAPP) review* was conducted as a requirement of the cooperative agreement to determine whether Parliament's political will and participation in the program were sufficient to warrant a second phase. This was conducted by one representative each of USAID, DAI, and the Parliament in February 2014.

CHAPTER THREE

LESSONS LEARNED

A. LESSONS FROM CAPP REVIEW

The CAPP Review findings shed light on the following lessons that could be applied to future assistance to the Parliament to maximize returns on USAID investments.

- ***Developing an MOU between USAID and the Parliament on program parameters before a Request for Proposal or Assistance is published would provide a useful tool to gauge Parliament’s political will for institutional reform.*** The MOU could cover factors cited in the CAPP review as necessary for more successful implementation were USAID to undertake Phase II of PSP. Key among these were:
 - More narrowly defined program objectives to match U.S. Government institutional reform interests. The broad connotations of the PSP objectives invited wide interpretations by Parliament of the types of activities the program should offer. This made it difficult to balance the Parliament’s desires for visibility with substantive institutional strengthening activities.
 - Commitment to expanding the program steering committee (called the Technical Committee under PSP) and empowering it with decision-making authority on all routine program actions. This would mitigate the numerous and lengthy implementation delays caused by the Parliament’s highly centralized decision-making processes.
 - Agreement on what program budget information will be shared with the Parliament, and how often. Activities under PSP were suspended for several months while this was negotiated.
 - A communications protocol that includes all Bureaux members in program communication. This would improve overall awareness and understanding of PSP activities among Parliament staff and members.

If the Parliament is committed to institutional reform, provisions such as these could be readily negotiated. Developing a bilateral MOU before USAID invests in an award competition process and mobilizes a contractor would permit USAID to negotiate the rules of the game from a stronger position. The agreements covered in a bilateral MOU would also guard against the need to renegotiate the rules of the game with each annual change of Parliamentary leadership.

Given that Internal Rules of the Haitian Parliament require annual changes in leadership, work planning needs to accommodate the time necessary to re-explain the program and renegotiate activities already agreed upon by previous leadership. Workplans may need to include up to one month for this process.

- ***Building workplans through a joint and professionally facilitated process linked to strategic plans and roadmaps of the institution would lead to more strategic results.*** This would also ensure that activities address Parliament’s institutional needs rather than the interests of individual members.

B. GENERAL LESSONS FROM THE PROJECT

- ***Rapid response procurement mechanisms are sometimes necessary to respond to political expediencies.*** Parliament often expressed frustration with the time constraints posed by standard USAID rules and regulations for the procurement of goods and services. In general, institutional strengthening projects can undertake these procurements within implementation plans that permit time to follow these rules. Legislative bodies, however, often require goods and services unexpectedly to satisfy political demands inherent to the institution. Although PSP identified the most rapid procurement processes permissible under standard USAID requirements, these were not always fast enough for the circumstances at hand. Streamlined procurement rules, such as those used under USAID humanitarian crisis programs, may be appropriate for legislative development programs.
- ***Women parliamentarians respond to assistance that focuses on gender concerns, but this does not necessarily trump party politics.*** Project inputs advanced opportunities for women Parliamentarians to unify their voices on important issues for women through development of a women's caucus. The program found a need, however, to focus greater attention on helping women parliamentarians subjugate political differences to the commonalities of issues that impede women's social and economic development.
- ***When senior leadership's political will for effective partnership in program implementation is lacking, implementation can still advance by working closely with senior and mid-level parliamentary staff.*** As this report demonstrates, PSP accomplished significant results in a context of inconsistent support and partnership from senior Parliament leadership. Once activities and consultants were approved, program staff found fertile relationships with individual members and staff of key committees and legislative departments.
- ***The use of public forums for parliamentary outreach*** reaped multiple benefits toward the transparency and accountability of Parliament's legislative functions. We hope the Haitian Parliament will institutionalize these gains through continued open hearings.

C. RESOURCES AND TOOLS

The following resources and tools were developed under PSP and/or provided to Parliament staff and members.

- Manual on Protocol and Public Relations
- Pocket Guide to Protocol
- Legislative Drafting Manual
- Parliament website maintenance plan
- Project Planning Guide