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FROM THE AMERICAN PEOPLE

STRENGTHENING THE ACCOUNTABILITY AND TRANSPARENCY OF THE LEGISLATIVE PROCESS IN THE WEST BANK AND GAZA PROJECT (BAYAN)

**THE ROLES OF PALESTINIAN CIVIL SOCIETY ORGANIZATIONS IN THE
LEGISLATIVE PROCESS**

OVERSIGHT TRAINING REPORT

January 2007

This document was produced for review by the United States Agency for International Development. It was prepared by the BAYAN team of DAI Washington.

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Executive Summary

BAYAN conducted training programs for the purpose of developing legislative oversight capabilities of Palestinian Civil Society Organizations (CSOs) in West Bank (December 10-13, 2006) and the Gaza Strip (January 8-11, 2007). The two four-day workshops targeted 24 CSO senior staff members representing 13 CSOs from the West Bank and Gaza. The workshops provided information on the role of both CSOs and the legislature in conducting oversight of government activities. Special emphasis was given to how CSOs can develop strategic oversight plans to oversee the legislative and specifically, the budget, process as it related to their sectoral interests. The importance of monitoring the policy implementation also was stressed as a tool for further advocacy, for public information, and to ensure accountable, transparent government performance. Information was presented and participants were then given exercises and case studies to provide them practical experience to increase their skills. Specifically, some of the topics covered included:

1. The responsibilities of the Palestinian Legislative Council (PLC)
2. A definition of oversight
3. Criteria for assessing legislative performance
4. Legislative organization
5. Legislative procedures
6. The role of CSOs in the budget process
7. Impediments to oversight
8. Ways to address these impediments
9. How to develop a comprehensive oversight plan
10. The need for CSOs to work together
11. The need for a continuing effort

The workshop confirmed the need for continued capacity strengthening in several areas such as oversight, issue advocacy, budget analysis techniques, information dissemination, legislative drafting and regulatory impact assessments. In addition, participants were more aware of the need to work cooperatively and to take a more comprehensive long term perspective on the issue of oversight.

As a result of the training, participant CSO representatives have acquired the practical skills to prepare and implement oversight plans that will help the CSOs: monitor the legislative and budget processes to better advocate for their concerns and to keep constituents better informed of the performance of their elected officials; oversee the implementation of laws and the budget to ensure open, transparent and accountable provision of governmental services; promote institutional reforms to overcome barriers to CSO participation in and oversight of the legislative process; cooperate effectively with other CSOs and form networks or coalitions where it makes strategic sense.

Introduction

The *BAYAN* project is designed to strengthen the Accountability and Transparency of the Legislative Process in the West Bank and Gaza. The project is a three year, approximately \$6 million project, which began October 1, 2005. The specific goals of this project are to: Strengthen the Accountability and Transparency in the Legislative Process; Strengthen the Broader Legislative Community, and; Implement Small Grants Program to assist civil society in supporting the above activities. Overseeing the performance of the Palestinian Legislative Council (PLC), including its critical role in the budget process, is a key component to ensure legislative accountability and transparency, to reduce corruption, and to provide avenues for civil society input into the policy-making process.

The objective of this assignment was to build on the results achieved under previous efforts conducted by the *BAYAN* team culminating in two one-day strategic consultative meetings with key Palestinian CSOs in West Bank and Gaza in early November. Thirty-eight individuals representing 29 CSOs together along with 7 representatives from other DG projects and 3 USAID-DGO representatives participated in the two workshops. As a result of that workshop and recommendations from participants *BAYAN* proposed to field a legislative oversight training expert (LOTE) to deliver up to 5 days of practical and hands on training to 15-20 persons representing 10 partner CSOs.

The Role of Palestinian CSOs in the Legislative Oversight

Through consultations with more than 38 leading CSO leaders, the *BAYAN* team confirmed that many Palestinian CSOs have a keen interest and even some initial plans to oversee the legislative process, but in most cases, they lack the experience or capacity to fulfill this role. The budget process and the budget itself is a key tool to assess both the quality of the legislative process and the effectiveness and efficiency of governmental operations. *BAYAN* is well positioned to address this particular need by providing a package of practical capacity strengthening and on the job training to carefully selected CSO partners that would enable them to play pivotal roles in the oversight, advocacy and budget making process.

Oversight is an important component of accountability and transparency in governmental operations. A government that is not transparent is more prone to corruption and undue influence because there is no public oversight of decision making. CSOs play an important role in assuring that government operations are performed in an open and transparent way. CSOs are active in many areas throughout the Palestinian Territories. They can collect first-hand information on the effect of government actions and provide this information directly to government decision makers. In this way they provide a balance to official information which may be subject to political manipulation. At the very least, CSOs can provide information that broadens the perspective of government policy makers. In addition CSOs play a vital oversight role by observing the way in which government decisions are made. Through assuring public access to the decision-making process and by reporting their findings to the general public, CSOs can assist the public in understanding how governmental decisions are made and improve citizen involvement in the legislative

process. In order to provide this understanding, CSOs need access to information and public decision making processes – especially the legislative decision making process. By focusing on the legislative process, CSOs can provide strong encouragement to the legislature to adhere to its core responsibilities, oversight of the executive branch.

The Challenges Facing CSOs in Conducting Oversight in Palestine

The CSOs that participated in the training workshop exhibited a basic understanding of the need for legislative oversight. However, they lacked knowledge of what oversight entails and how to conduct effective oversight. Their major weakness was in their narrow view of oversight. Their previous efforts are almost entirely focused on the passage of legislation. This is not unique to Palestinians and is, in fact, very common in emerging democracies. *BAYAN* addressed this weakness by introducing a broader definition for oversight and emphasizing that oversight is an information gathering process that is valuable in determining the need for legislation and in determining how well the legislation is implemented.

Palestinian CSO partners lacked an effective and comprehensive procedure for conducting oversight. The training workshop addressed this weakness by providing a checklist for preparing a comprehensive oversight plan (see Attachment 1). The training also engaged the participants in several group exercises and helped them in developing a comprehensive oversight plan for their own organizations.

The training also emphasized that CSO oversight of and participation in the legislative process requires CSOs to understand not only the broad policy issues addressed by legislation but to understand how the technical provisions of the legislation will affect these broad policy issues. Also, oversight of implementation to determine the effectiveness of legislation was differentiated from audits which are intended to discover wrong doing.

Impediments to Effective Oversight in the Palestinian Context

Discussions during the training session and *BAYAN*'s earlier consultations highlighted key impediments to effective legislative oversight in Palestine. Foremost among these impediments is lack of publicly available information on legislative activities. Plenary sessions of the legislature are open and have a published agenda but, public transcripts are difficult to obtain. The Agenda and other notices are not shared with the public in a timely manner. More important, however, is the fact that committee meetings, where the bulk of lawmaking occurs, are closed unless the committee votes to open them. Transcripts of committee hearings are not available. As a result, the dearth of information on committee meetings is a serious impediment to proper oversight of the legislature.

Another important impediment to oversight is the fractured effort among CSOs. While several CSOs may be active in any given area, they usually do not effectively

coordinate their efforts. Also, CSOs do not usually look to other CSOs for help in enhancing areas where they may be weak.

A further impediment to effective oversight is lack of resources. Due to the state of the Palestinian economy, CSOs are primarily dependent on foreign donors for operating funds. Because these funds typically come in the form of time-limited categorical grants, CSOs find themselves going where the money takes them rather than maintaining a consistent on-going oversight effort.

To address these impediments the facilitated discussion resulted in the following alternatives:

1. Form a coalition among interested CSOs to encourage transparency in public actions.
2. Educate the public and legislators on the need for openness in public actions.
3. Work to pass and implement Access to Information Legislation.
4. Develop alternative sources of information such as personal relationships with members of key committees, party blocs, and legislative staff.
5. Pool resources to establish public databases for information on legislative actions

Despite these impediments, all participating CSO representatives were eager to engage in oversight despite their lack of knowledge and the aforementioned impediments. Each organization had its own issue, be it human rights, conflict resolution, women's issues, youth, or good government in which they were interested. Some of the organizations had more extensive experience than others in oversight. Based on their evaluations of the course they were very excited and appreciative about learning new skills and being able to practice them in the class exercises.

BAYAN is uniquely qualified to capitalize on this interest through the provision of additional capacity strengthening on related subjects such as issue advocacy, legislative process reform, and developing grass roots support. In addition, *BAYAN* can play an important role in helping the CSOs to work together in coalitions and to maintain on-going efforts.

Training Workshop Objectives

As stated in the approved scope of work, the specific objectives for this capacity building workshops were to provide the participants with the knowledge and skills needed to fulfill their oversight role effectively and in accordance with international best practices (See Attachment 2).

In addition and during the opening session of the two workshops, participants were asked to spell out their expectation from the training. Below is a summary of these expectations:

1. Clarify the meaning of oversight – how does it include monitoring elections, encouraging public meetings, and drafting of public laws?
2. How can oversight strengthen public institutions and encourage laws to advance democracy?

3. How can oversight encourage more involvement in governmental decisions?
4. How can CSOs become more active in the budget process? Need tools for budget analysis.
5. Gain knowledge of international experience in conducting oversight especially in the area of comparing legislation to international standards.
6. Develop an oversight model to increase public awareness of government actions.
7. Develop a better understanding of the legislative process and the role of CSOs within that process.
8. Trainees also expressed interest in developing better networks and maintaining an on-going oversight effort.

Accordingly, the *BAYAN* team worked with the consultant to further tailor the workshop to ensure it directly responded to participant expectations.

Training Workshop Description

Overview

Two 4-day legislative oversight training for 24 professionals from 13 active Palestinian CSOs partners were conducted in West Bank (December 10-13, 2006) and Gaza (January 8-11, 2007) respectively. (See Attachment 3). The training provided the participants with the knowledge and practical skills that will better position them and help in paving the way for a more systematic and robust oversight role for these CSOs. The training focused on how CSOs might best provide oversight of the Palestinian Legislative Council (PLC) to assure that procedures were followed and democracy advanced. The training began with a discussion of the definition of oversight in its broadest sense, including all phases of legislative activity, policy implementation and auditing. The use of oversight hearings as an information gathering tool both before and after legislation is passed was stressed as was the importance of having CSOs participate in the oversight process. A differentiation was made between legislative oversight of the executive branch and CSO oversight of governmental performance.

This session was followed by a more detailed presentation on legislative oversight using the budget process as an example. The session included information on how CSOs can be active in the process from the original formulation of legislation in the executive branch through legislative review of proposed legislation, legislative oversight of executive implementation, and audit. The participants were then given a case study on oversight as an exercise. On the final day the trainees were given a series of exercises to lead them through the process of developing an oversight plan for a specific issue area. This final session was led by the *BAYAN* team member who co-delivered the training in Gaza. The session was primarily conducted in Arabic with limited translation.

Details on daily activities are provided in Attachment 4.

Daily Training Activities

Day 1

The focus for the first day was on setting the expectation of the training, ensuring all participants have a common understanding of the legislative process and starting the discussion on oversight by providing a working and comprehensive definition of oversight both from the point of view of the legislature (so that the trainees would understand what the legislature is supposed to be doing) and the responsibilities of CSOs in providing oversight of the legislature. In the West Bank, this information was presented in a lecture style and some of it, such as the operating procedures of the legislature was not new to the trainees. In response to the feedback, the Gaza training involved the participants in two group work sessions, the first identifying the legal underpinnings for the PLC oversight powers and identifying CSOs opportunities for overseeing the PLC based on these legal references. The second work group session aimed at helping participants to classify and distinguish between PLC core responsibilities, law making, executive oversight and constituency representation.

Day 2

On the second day the focus was on oversight using the budget process. All four stages of the process (executive formulation, legislative oversight, executive implementation, and audit) were reviewed and a checklist showing the oversight role of CSOs at each stage was discussed. There was also a brief discussion of several basic budget analysis tools such as *time phased analysis* (looking at the budget over a period of time) and *issue specific budgeting* (e.g. gender budgeting). The participants were given practical exercises to develop their skills in these techniques. This subject matter was well received. Participants were very interested in analyzing the budget and particularly liked the group exercises. They felt that the information provided was of very practical use to them and would like to have had more time to spend on the subject of budgeting.

Day 3

The third day started with a brief summary of skills required to conduct oversight. The skills were divided between basic, advanced and specialized skills. There was also a discussion on the main obstacles that could face CSOs in their efforts to effectively oversight the PLC. Following this presentation the remainder of the day was devoted to reviewing a case study on developing a budget for addressing the need for additional teachers and classrooms. The participants found this exercise to be very useful and appreciated its direct application to the Palestinian experience. They also liked the way it let them apply the information provided in previous sessions. Participants requested more such exercises and expressed a desire to work with real decision-makers.

Day 4

This session was mostly conducted in Arabic by BAYAN's Gaza manager who was present during the training. The day consisted of three interdependent components. In first component participants have been asked to identify a list of specific oversight issue areas that are considered on top agenda of their respective CSOs. The second component involved explaining the various stages of oversight strategy development where participants were provided with conceptual frame work that could guide them through oversight strategy formulation and a set of exercises to lead them through the process of developing an oversight strategy for specific issue areas as identified earlier by participants. The third component involved practical application exercise where participants have

chosen two specific oversight issues as identified earlier by them and then developing oversight strategy for each topic based upon the conceptual framework provided to them. Each group then presented its plan to the group as a whole for evaluation and feedback. Participants found this exercise to be very useful in developing their skills and the way it built on the previous sessions. They especially appreciated that it was conducted in Arabic. In addition, they expressed a desire to meet with local specialists in the legislative process to further develop their skills.

Workshop Evaluation

Participants submitted written evaluations at the end of each training day. (See Attachment 5).

Participant Satisfaction

Participants were generally satisfied with the two workshops. They appreciated getting a better understanding of oversight and were especially pleased with the session on budgeting. They were much more interested in practical application of the information in exercises and case studies than in lectures. They liked the checklist for conducting oversight and being introduced to budget analysis techniques such as issue budgeting. They also liked the examples from other countries. There were several requests that future workshops be conducted in Arabic and that the instructor be more knowledgeable about the specifics of the Palestinian government. In response, *BAYAN* prepared and presented all training material in Arabic in the Gaza workshop and will provide the West Bank participants with the Arabic language material.

Participant Learning

The participants were a very capable and perceptive group. When they entered the workshop on the first day, their knowledge of oversight in general and the budget process in particular was limited. However, as the workshop progressed they exhibited great progress through group exercises, discussions, and case studies. By the end of the workshop they were able to develop the outline of a comprehensive oversight strategy with minimal help from the instructor. They also recognized that oversight has broad implications and that they should be looking more at the implementation of laws than they have in the past. Finally, they recognized that by working together in coalitions (on a permanent or ad hoc basis) they could more effectively use their limited resources and have a greater effect on the legislature.

Other Observations

The group dynamic was a positive factor from the beginning. The participants seemed familiar with each other and were quick to join in discussion or to take issue with comments of other participants. Some participants had greater fluency in English and they tried to dominate the sessions with the instructor. However, when sessions were conducted in Arabic there was much more participation by everyone. Participants also provided good

ideas for follow-on applications which will be incorporated in future training. (See Attachment 6)

Conclusions & Recommendations

At the present time there is a great deal of turmoil within the Palestine that complicates the issue of civil society oversight of the legislature. Nonetheless, it is very important that the capacity building efforts of BAYAN continue in order that civil society will be well positioned to function in a democratic state once governmental systems are working as planned. Major CSOs are capably staffed and eager to learn their roles in the legislative process. With these thoughts in mind the following recommendations are provided for consideration.

Recommendations for BAYAN

1. Continue training in the use of oversight throughout the entire legislative process from legislative development, to PLC deliberations, and implementation.
2. Continue with efforts to present training to CSOs on how to effectively advocate in support of their organization's issues.
3. Offer additional specialized training on understanding the budget process as a central aspect of legislative activity and a powerful tool in legislative oversight.
4. Present training on preparing issue specific budgets such as a gender budget. (See Attachment 7) provides links to some guides on preparing such training.
5. Offer training on the use of legislative oversight as a tool to educate legislators and the public about the needs of the Palestinian people.
6. Conduct focused training on how to access and disseminate information related to legislative process and how to utilize such information for achieving effective legislative oversight and advocacy initiatives.
7. Compile the legislative oversight training material in a reference manual that is easy to use as a reference tool for CSOs.
8. Develop a program to educate both CSOs and legislators of the need to assess the impact of proposed legislation to craft better designed, more effective legislation.
9. Develop a program to educate both CSOs and legislators of the need to conduct post-passage oversight of legislation in order to determine the need for modification of existing legislation or the need for new legislation.
10. Conduct a training workshop to interested and specialized CSOs on legislative drafting (or encourage another organization, such as Birzeit University to conduct such a workshop).
11. Develop a program to educate both CSOs and the PLC on the need to incorporate annual and special audit reports into the oversight process, not a separate entities but as part of the overall oversight process.
12. Develop a mechanism to encourage CSOs to network, form coalitions, and work together a much as possible.
13. Work with USAID and other donor organizations to encourage long-term on-going oversight efforts by CSOs.
14. For future training, use instructors who are fluent in Arabic or provide a translator.

Recommendations for CSOs

15. Develop comprehensive oversight plans to assure that CSO issue areas will be adequately considered by the government and especially the legislature.
16. Continue efforts to educate the Palestinian public and stakeholders in the legislative process about the role of the PLC in a parliamentary democracy.
17. Promote efforts to improve the transparency of legislative actions, especially in the work of committees.
18. Engage in efforts to develop an ethos of openness within Palestinian society including passage of Access to Information Legislation.
19. Develop public access databases on legislative proceedings including publication of agendas, meeting minutes, and enacted legislation. A public website containing this information is one example of what could be done. Perhaps Birzeit University Institute of Law could expand its on-line resources to include this information.
20. Devote more time to post-passage oversight of laws to determine the effectiveness of the legislation, the need for modification of existing legislation, or the need for new legislation.
21. Make a greater effort to increase networking and coordination among CSOs on a permanent and ad hoc basis.
22. Enhance effort to develop a long-term perspective that will include consistency and duration of effort.
23. Develop alternative sources of information such as personal relationships with members of key committees, party blocs, and legislative staff.
24. Pool resources to establish public databases for information on legislative actions.

Attachments

Attachment 1: Checklist for Developing a CSO Oversight Plan

1. Prepare an in-depth analysis of your issue area; clearly identifying the problem and including as much supporting detail as possible.
2. Establish goals for the upcoming legislative session based on this in-depth analysis.
3. Develop concrete objectives for each goal.
4. Identify which ministries control which goal.
5. Identify a point of contact in each ministry.
6. Identify contacts within the Ministry of Finance who will have influence on the final allocation of funds.
7. Using in-depth analysis, prepare briefing papers on each goal.
8. Distribute briefing papers to individuals identified within the ministries.
9. Identify supporters within the PLC, especially on the Budget and Financial Affairs Committee and the relevant subject area committee.
10. Visit these supporters and brief them on your goals and expectations.
11. Give them a copy of your briefing paper.
12. Encourage them to express support for your goals through letters and questions to ministry officials.
13. Offer to provide sample questions.
14. Constantly monitor progress through direct contact with the ministry.
15. Monitor statements by the President, Prime Minister, and Ministry officials for clues as to what their priorities will be in the legislative session.
16. Be particularly aware of policy statements by the President or Prime Minister.
17. Monitor legislative hearings to determine what information is being provided to legislators and by whom.
18. Determine how well any laws that are passed implement the policies presented by the President and Prime Minister.
19. Monitor actual implementation of the legislation by executive agencies and report this information to the legislature.
20. Encourage the legislature to review implementation of enacted legislation to determine what is working and what needs to be improved.

Attachment 2: Scope of Work

***BAYAN* - Strengthening the Accountability and Transparency of the Legislative Process in West Bank and Gaza Project**

Scope of Work Legislative Oversight Training Expert

Background:

The *BAYAN* project is designed to strengthen the Accountability and Transparency of the Legislative Process in the West Bank and Gaza. The project is a three year, approximately \$6 million project, which began October 1, 2005. The specific goals of this project are: Strengthen the Accountability and Transparency in the Legislative Process; Strengthen the Broader Legislative Community, and; Implement Small Grants Program to assist civil society in supporting the above activities. Overseeing the performance of the Palestinian Legislative Council (PLC), including its critical role in the budget process, is a key component to ensure legislative accountability and transparency, to reduce corruption, and to provide avenues for civil society input into the policy-making process.

The January 2006 legislative elections produced the first truly multiple party legislature in the West Bank/Gaza, however one with completely new leadership and a large number of members serving in any political role for the first time. For the first time in its history, Fatah found itself a minority party and Hamas won the majority of seats in the PLC, while representatives of secular leftist parties are too small to have much influence. This “new” PLC may be held more accountable and their activities be made transparent to those they represent if civil society organizations (CSOs) have the increased capacity to monitor and provide public input into PLC policymaking and governmental performance.

Through consultations with leading Civil Society Organizations (CSOs), the *BAYAN* team has learned that many groups have a keen interest and some initial plans to oversee the legislative process, but lack the experience or capacity to fulfill this role. The budget process and the budget itself is a key tool to assess both the quality of the legislative process and the effectiveness and efficiency of governmental operations. *BAYAN* is well positioned to address this particular need by providing a package of training and technical assistance to carefully selected CSOs that would enable them to play pivotal roles in the advocacy and budget making process.

In preparation for this effort, the *BAYAN* team conducted a series of meetings with a number of key project partners who are interested in playing a major role in overseeing the work of the legislature and in conducting budget review, analysis and oversight over the entire budget process. Adding to these efforts, in early November, 2006, *BAYAN* team conducted two one-day strategic consultative meetings with key Palestinian CSOs in West Bank and Gaza. Thirty-eight individuals representing 29 CSOs together along with 7 representatives from other DG projects and 3 USAID-DGO representatives participated in

the two workshop. During the course of this workshop, participants expressed the strengths, weaknesses, threats and opportunities they face while working in the Palestinian legislative process. All these thoughts and inputs have been compiled by *BAYAN* team in a needs assessment document capturing the needs and priorities of these CSOs in the legislative processes. Participating CSOs recognized that they have a critical role to play overseeing the legislative process and governmental performance but that they lack the necessary technical skills to fulfill their mandate. More specifically, the CSOs requested *BAYAN* project assistance in providing capacity building and training in the following oversight spheres:

- General Budget understanding, analysis, critique and influencing and monitoring its development and. Participating CSOs acknowledged the fact that their involvement on issues related to budget development and further monitoring on expenditures was weak.
- Monitoring the expenditure of governmental funds and measuring governmental performance.
- Impact assessment skills for analyzing the impact of policy decisions on the administrative, fiscal, social, economic and cultural aspects.
- Strengthening the capacity of CSOs in understanding and the formulation of professional oversight strategies that meet international standards. This may include topics related to Why, How and What to monitor?
- Exposure to CSOS from other countries on best practices in overseeing the legislature and/or government.
- How to lead and implement popular oversight initiatives.
- Broader knowledge of the legislative processes.
- Collision and alliance building skills.

Purpose and Scope of Assignment

The purpose of this assignment is to build on the results achieved under the effort conducted by the *BAYAN* team discussed above, and field a legislative oversight training expert (LOTE) to deliver up to 5 days of practical and hands on training to 15-20 persons representing 10 partner CSOs. The specialist should also meet and discuss the communicated needs assessment priorities with *BAYAN* team as well as with selected partner organizations that will be benefited from the intended training.

Following these meetings and discussions, the LOTE will prepare and submit a draft technical proposal reflecting and outlining a proposed oversight training program that responds to the partner needs as well as to the agreed upon issues during the discussions with *BAYAN* team. The training program will focus on providing practical skills to: explain the oversight role that CSOs can play and then provide them with the tools to do it including understand the budgeting process, analyzing the Palestinian budget and providing critical sectoral assessment of interest to the CSOs, and training on how to use the analysis to design and implement sound and effective oversight activities. Following the approval, the LOTE will prepare a complete package that includes course curriculum, as well as trainees' manual for *BAYAN* team's review and approval.

Following the delivery of the training program, the LOTE will prepare a final report and oral presentation to *BAYAN* team and USAID representative(s) that reflects all the

performed tasks and duties as well as a set of recommendations and lessons learned that could enrich *BAYAN* future interventions as well as enrich partner CSOs implantation of gained oversight skills and knowledge.

Deliverables:

The Legislative Oversight Training Expert will:

- Prepare and submit draft technical proposal reflecting and outlining a proposed oversight training program that responding to the partner identified needs and the *BAYAN* project work plan.
- Prepare a completed package that includes trainees' manual for *BAYAN* team's review and approval.
- Deliver training according to the agreed upon timing with *BAYAN* team to the CSO partners in the West Bank and Gaza Strip (pending permits issue)
- If Gaza partners could not make it to the West Bank, the trainer will work with a Gaza-based trainer and *BAYAN* staff to coaching them for the delivery of the training in Gaza.
- Conduct oral presentation to *BAYAN* team reflecting on all preformed tasks, recommendations and lessons learned.
- Submit a final report taking into consideration lessons learnt, proposed next steps for the participating CSOs, and comments received from *BAYAN* and USAID.

Schedule and level of efforts:

The projected timeline for carrying out the aforementioned activities is from 15th of November, 2006 through December 20, 2006. ?? The level of efforts (LOE) shall not exceed 25 days of expatriate STTA and up to 15 days of Palestinian STTA who will work on the delivery of training in Gaza. The LOE for the expatriate STTA is as follows:

Total level of effort	25 work days
Preparation	4 days
Travel	3 days
Meeting in Palestine	2 days
Proposed technical proposal	2 days
Training material design	6 days
Training delivery	5 days
Oral presentation	1 day
Final report	2 days

Supervision:

The Legislative Oversight Training Expert shall work under the direction of Chief of Party or his/her designate.

Authority:

The consultant shall have no authority to make any financial and/or executive commitment on the part of *BAYAN* or DAI.

Qualifications:

- At least 5 years of practical experience in developing and formulating oversight strategies on issues related to legislative processes and governmental performance, including for example, budget analysis, social auditing, and/or information dissemination on legislative work, and facilitation of workshops.
- At least 10 years of prior experience in conducting advanced training of trainer to community leaders on legislative oversight and information dissemination techniques.
- Practical experience in developing and formulating oversight strategies on issues related to legislative processes and governmental performance.
- An advanced degree in a related field, preferably a Ph.D. or the equivalent,
- Knowledge of Middle East and/or Palestine political as well as social contexts and work of CSOs is highly desired.

Attachment 3: List of Trainees

West Bank Participants

S/R	Organization	Name	Titles
1	Civic Forum Institute /CFI	Raji Odeh	Coordinator on DG programs
		Khaled Aby Alya	Civic Education & Training Coordinator
2	Filistinyat	Wafa Abdel Rahman	Founder & General Director
3	Arab Thought Forum	Hanadi Zghair	Researcher
4	MAS	Mr. Ibrahim Al Shiqaqi	Research Assistant
		Mr. Ibrahim Abu Hantash.	Research Associate
5	PICCR	Sami Jabareen	Legal researcher
		Mamoun E'tili	Field and legal researcher
6	Ta'awon for Conflict Resolution	Rasha Rafat Fityan.	Capacity Building Manager
		Shadi Zein Eldeen.	Executive Manager-youth
7	IOL - Birzeit	Fayez Bikerat	Head of the Legislative Assistance Dept (Legal researcher)
8	PCHD - Gaza	Iyad Krunz	General Director

Gaza Participants

S/R	Organization	Name	Titles
1	Sharek Youth Forum	Moheeb Shaath	Executive Director, Gaza
		Fatema Ashour	Lawyer
2	Palestinian Center for Democracy and Conflict Resolution	Iyad Alderimli	Coordinator, Youth Initiative project
		Sahar Sha'at	Field Coordinator
3	Palestinian Comission for Human Development	Said Rajab	Project Coordinator
		Suzan Al-Bayya	Project Coordinator
4	Society Voice	Talat Bathatho	Project Manager
		Aiman Abu Krai'm	Trainer
		Sana Tabasha	Trainer
5	Women Affairs Technical Committees	Faten Al Bayoumi	Project Coordinator
		Ghada Hanadi	Coordinator

Attachment 4 : Daily Training Agendas

**Legislative Oversight Presentation
The Role(s) of Civil Society Organizations in the Legislative Process
December 10-14, 2006, Ramallah, Palestine
January 8-11, 2007, Gaza, Palestine**

DAY ONE:

- 8:30-9:00 Arrival and registration
- 9:00-9:30 Introduction –
1. Welcome by CoP
 2. Introduction of presenter/facilitator
 3. Introduction of participants
 4. Expectations
- 9:30-12:30 Session One -- Introduction to Legislative Oversight -
1. Responsibilities of the PLC
 2. Rating the Passage of Legislation
 3. Rating Oversight
 4. Rating Constituency Representation
- (15Min) Break
5. Organization of the PLC
 6. Understanding Legislative Procedures
 7. Exercise – review Palestinian law for provisions related to oversight.
- 12:30-13:00 Lunch break.
- 13:00-3:45 Session Two – Opportunities for Oversight of the Legislature
1. Oversight Opportunities
 2. Open meetings
 3. Published records of meetings
 4. Public voting records
 5. Attendance at meetings and sessions
 6. What Do CSOs Do In Other Countries
 7. Exercise – Assessing the role of CSOs in PLC use of oversight
- Classifying PLC works against its lawmaking, oversight and representation roles.
- 3:45-4:00 Wrap-up

Legislative Oversight Presentation
The Role(s) of Civil Society Organizations in the Legislative Process
December 10-14, 2006, Ramallah, Palestine
January 8-11, 2007, Gaza, Palestine

DAY TWO:

- 9:00-12:30 Session Three – The Budget Process and Legislative Oversight
1. The Legislative Process
 2. The Budget Process
 3. Stages of the Budget Process
- (15Min.) Break
4. Organization of the PLC
 5. CSO Role in the Budget Process
 6. Exercise – Design a CSO Oversight Strategy for Each Stage of the Budget Process.
- 12:30-13:00 Lunch break.
- 13:00-3:45 Session Four – Tools of Oversight Analysis
8. Basic Oversight Analysis
 9. What Makes Analysis Effective
 10. Skills Needed for Oversight Analysis
 11. Resources for Oversight Analysis
 12. Types of Analysis
 13. Special Analytical Tools for Budgets
 14. Exercise – Creating a Budget for a CSO Interest Area Using the Special Analytical Tools
- 3:45-4:00 Wrap-up

Legislative Oversight Presentation
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DAY THREE:

9:00-12:30 Session Five – Developing an Oversight Strategic plan

- Tools for Conducting Oversight of the Legislature
 - o The Basics
 - o Advanced Skills
 - o Specialized Skills
- Barriers to Effective Oversight

(15Min.) Break

- Exercise: Case studies on developing oversight plans on health and education ministries.(budget formulation stage)

12:30-13:00 Lunch break.

13:00-3:45 Session Six – case studies

- Exercise: Case studies on developing oversight plans on health and education ministries.(budget review stage)

3:45-4:00 Wrap-up

Legislative Oversight Presentation
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DAY FOUR:

- 9:00-12:30 Session Seven – Developing an Oversight Plan for Your CSO -I
- Specifying the main CSOs oversight issues
The conceptual Frame work for legislative oversight strategy development.
- (15Min.) Break
- Exercise (group work): Developing an Oversight strategy for Your CSO
Definition of the oversight issue
Problem analysis
Goal and objectives development.
Stakeholders identification
Situational analysis.(Strengthens, weaknesses, opportunities and threats)
Information sources identification
- 12:30-13:00 Lunch break.
- 13:00-3:45 Session Seven – Developing an Oversight Plan for Your CSO -II
- Exercise (group work): Continue developing oversight plan for CSOs
Developing the work plan
Identify the resources needs
Setting the time frame for the plan.
Monitoring and evaluation plan
- 3:45-4:00 Wrap-up and closing ceremony.

Attachment 5: Participant Evaluations

10 Dec. 2006 – West Bank

Training evaluation for the First day

Evaluation

1. Added new information
2. Topics that have been discussed are good
3. It gives the general idea of oversight.
4. Effective participation and dialogue in a democratic way.
5. Close experience influenced to participate in a positive way.
6. The material is fruitful, variety of information, new topic.
7. Raised article are so rapid and large.
8. Trainer has a very good experience.
9. Show style is good.

Strength

1. The oversight tools and methods over the performance of the legislative process.
2. Focusing on the obstacles facing civil society
3. The nature of the training, there is no collective action and evolutionary tools.
4. Interaction with the group for a longer period of time
5. Including the personal experiences of coaches
6. Carrying on the amended law and be careful during the discussion on the weaknesses points.
7. Focus on the supervisory role of the legislature and how to activate this role

Weaknesses

1. To present the methods and procedures of legislation
2. The presentation is boring
3. The oversight role of the institutions of civil society on the work of the government legislative or its role in the legislative process, especially secondary legislator

Comments/ Recommendations

1. Try to prevent the lecture method.
2. The discussion is preferable to be in Arabic since all talks' Arabic language.
3. To give practical experience through his personal experience, specially highlight on other mechanisms that does not exist in the Palestinian situation.
4. Group Works
5. Do some practical exercises on the main training subject.
6. Bringing local coach and preferable to rely on the local experts in the future

11 Dec. 2006 – West Bank

Training evaluation for the Second day

Evaluation

1. Training was good, it highlight well on the budget and how to deal with it within a limited serialized steps to reach a conclusion
2. Good and in the bottom of the need to know, the knowledge of it will be more conducive to the work of the Legislative Council
3. Excellent
4. Good, distinguished and effective
5. Budget control mechanism/The interaction with the participants
6. Very good, especially in today's diversity training through working groups in addition to addressing the important issue in the legislative work which is the budget
7. Very good and especially in the interaction between the participants and the coach and give various examples to illustrate the period and it's deepen

Strength

1. Budget Checklist
2. How to oversight on budget and the budget preparation
3. The working groups have had a significant impact in the utilization of topics raised
4. The actual exercises are very important to engage in-depth discussion and analysis within the group
5. Work groups and applied exercises
6. The budget and how to present and analyze it

7. The nature of the training (groups) better than the first day
8. The great interest in details that specialized in Parliamentary work

Weaknesses

Nothing.

Comments/ Recommendations

1. Further work groups will gain and interact more with the training
2. Increasing the focus of the work groups because of its interest earned.
3. Continuation of the activities and the interaction with participants
4. Continuation of work groups
5. Cover all the details related to the training program and strongly suggested the provision of interpretation in the case of the fact that the coach does not speak Arabic

12 Dec 2006 – West Bank

Training evaluation for the Third day

Evaluation

1. Very good and especially the use of practical exercises and realistic regarding the situation of Palestine and the complications
2. Very good and useful
3. The idea of training is good, especially the case study
4. Good for containing work teams
5. Very good method and the nature of the exercises under discussion

Strength

1. The discussion between the coach and the trainee.
2. Idea related to taking into consideration an administration regarding the advocacy role in the PLC.
3. Containing more than one practical application in the training
4. New oversight tools
5. Applying the lessons of the previous days
6. Group works
7. Issue analysis and the use of various oversight tools
8. The discussion and interaction between the trainer and the trainees

Weaknesses

1. Long hours for the training

Comments/ Recommendations

1. Work with the real decision-makers (the negotiations).
2. Providing new cases
3. Providing new material

13 Dec. 2006 – West Bank

Training evaluation for the Fourth day

Evaluation

1. Good implementation
2. Good and continues from previous sessions
3. Good
4. Excellent

5. Direct application of work
6. Today's training is Practical and the implementation of the previous three days and the depth of previous ideas put forward in a practical way.
7. The training day was effective, day increasingly aware of the subject and the knowledge

Strength

1. Develop the skills of trainees on the oversight and guidance of new and important subjects.
2. Work groups and frequent exercises.
3. A mechanism control on specific issues and planning on oversight
4. The importance on focusing group and work together to achieve them
5. Steps for a plan to begin the process of oversight
6. The practical application of the theoretical aspects, The exchange of ideas and views.
7. The interaction and the exchange of groups from each other

Weaknesses

Nothing

Comments/ Recommendations

1. How to work on the budget in case of rejection in partial or total with the influential members /how to identify this situation in a practical way.
2. Provide material training days
3. Provide assistant material in Arabic
4. Thank you for the good planning and execution, and I hope that the subsequent sessions translated in Arabic
5. Choose a local coach with experience in the Palestinian reality, if we are going to continue with other trainings in the future.
6. Focus on other training tools.
7. Meetings with the specialists of the legislative process, former members, special meetings, directors of departments in the legislative institutions of a civil society.
8. Continuation of these exercises, and to work effectively on projects related issues and implementation of plans and issues that relate to oversight on the performance of the Legislative

8 Jan 2007 - Gaza

Training evaluation for the first day

Evaluation

Strength

1. Effective participation.
2. Specific information.
3. Compare the current and previous PLC.
4. Learn many of the items in the internal system and the Basic Law.

5. The debate was useful for exchanging experiences.
6. Acquire new knowledge about the laws and legislation and the powers of the Legislative Council to control the performance of the executive authority and powers of civil society.
7. The show style and sequencing are excellent and easy to receive comprehensive information
8. Diversity examples of many important topics.

Weaknesses

1. The material size is big comparing to the time
2. the participants should review some necessary materials before the training
3. Needs more cases about process of the Legislative Council.
4. Trainer has a very good experience but he should prepare for the training deeper.

Comments/ Recommendations

1. Determine more time for the training
2. Request prior reading of the Basic Law and the rules of procedure of the Legislative Council
3. Increase the number of exercises
4. Presentation of previous experiences of the parliaments of both Palestinian and the other
5. Ask of deputies within the Legislative Council or former deputies to participate.

9 Jan 2007 - Gaza

Training evaluation for the Second day

Evaluation

1. Gain new knowledge help us as a CSO.
2. Positive discussion.
3. Better than yesterday.
4. The cases are suitable with the material.
5. Better performance of the trainer.

Strength

1. The general budget and knowledge of the most important criteria and the steps which can intervene as civil society organization.
2. An attempt to draw a budget helped us to understand the statistical figures.
3. Quality training and exercises.
4. Selected article and the way the commentary and the importance of the subject.

Weaknesses

1. The absence of a real figures in the budget-difficult to apply some of the views in real
2. The training needs more time.

Comments/ Recommendations

1. Attend one of the members of the Legislative Council in this training or officer from the ministry or the executive authority to help us understand things more clearly
2. Increase time
3. Provide us with statistics on the subject of the Legislative Council in general and what is already being done by the previous years.
4. Provide some actual past Budgets.

10 Jan 2007 - Gaza

Training evaluation for the Third day

Evaluation

1. Excellent Despite the big amount of information.
2. Give practical experience through the cases.
3. Development the role of the institutions of civil society.
4. Depth analytical skills.
5. Interactions in groups increase the exchange of ideas and experiences.
6. The training needs more time.

Strength

1. Open discussion and exercises and article and the presentation of the trainer are excellent.
2. Benefit greatly to see some statistics in addition to the knowledge of how to analyze the impact and the related persons in the cases.
3. Identification oversight.

Weaknesses

1. The length of training.
2. Not answering some questions.
3. Training results need to be developed to make use of it.

Comments/ Recommendations

1. Increasing the number of days to 6 days.
2. Take recommendations from all participants.
3. Pooling scientific material in a booklet and send it to the participants.
4. Participation in the upcoming training courses to increase our capabilities.
5. Summarize the steps in the form of the sequence as a guide.

11 Jan 2007 - Gaza

Training evaluation for the Fourth day

Evaluation

1. Comprehensive training during the past three days
2. The trainer's performance and articles were wonderful
3. Very accurate and complete training material
4. Participants a high degree of interaction.
5. Marked out a series of issues which could work out by the institutions of civil society.

Strength

6. Develop a control strategy.
7. The spirit of the trainer team.
8. Training exercises very comfortable and increase their understanding of the subject.
9. Work on aspects relevant to the realistic work of the institutions in the light of their needs.

Weaknesses

10. Some subjects need more time.

Comments/ Recommendations

11. Maintain on qualitative training like this one.
12. Send all the material for the participation.
13. Increase the training period to 6 days.

Attachment 6: Follow-on Applications and Project Work

Based on this training, several opportunities for follow-on work can be derived from the interests expressed by workshop participants. These opportunities are:

1. *A workshop on issue advocacy.* Many times during the oversight workshop the discussion strayed from neutral oversight to issue advocacy. This indicates that there is a real interest among the represented CSOs for more training in developing advocacy strategies. An advocacy workshop is a natural follow-on to oversight training because many of the skills, such as, information gathering and educating individual legislators about societal needs and government activities, are very similar in both oversight and advocacy. *BAYAN* is already planning on conducting this workshop.
2. *A workshop on developing grass roots support.* This naturally flows from the workshops on oversight and advocacy because developing a wide base of citizen support strengthens the role of the CSO in both oversight and advocacy. *BAYAN* will incorporate this matter in the advocacy capacity building it will deliver.
3. *Support for efforts to develop coalitions.* This was an area that the oversight workshop participants saw as very important for future efforts due to its ability to make better use of CSO resources and also to increase coordination of their oversight efforts. This matter will be addressed during the advocacy workshop.
4. *A workshop on budget analysis techniques,* especially issue analysis using the techniques of gender budgeting. This topic was touched on briefly in the oversight workshop. However, to adequately address this topic requires a several day workshop on this topic alone. Attachment V provides several web links to training guides for budget analysis. Also, *BAYAN* will partially address this during the regulatory impact analysis workshop.
5. *Encourage longer term efforts.* Much of CSO funding comes in the form of short-term contracts for one-time projects. These projects are beneficial at the time they are completed but they lose usefulness over time if not repeated. For instance, one of the participants (Filistinyat) has developed a Parliamentary Index to measure the effectiveness of the PLC. The index is very thorough but the funding for it will soon expire. The most effective use of such an index is not as a one-time measurement but as an on-going effort that can measure democratic trends over the long term. (NOTE: This is not a suggestion that *BAYAN* begin funding this project but rather an example demonstrating that that long-term efforts are more effective than one-time projects in changing the behavior of the stakeholders in the legislative process).
6. *A Workshop on Information Dissemination and Tools to Hold Government Accountable.* A number of oversight tools were touched on in the training, Access to Information, Declaration of Assets, Legislative Procedure Reform. A more comprehensive discussion of these tools and others could provide CSOs the tools needs o advocate for reform that would make government more accountable and responsive to citizens and allow for unfettered information collection and dissemination..

Attachment 7: Links to Training Manuals for NGO/CSO Budget Oversight Training Guides

Link to United Nations Development Program Manual on Gender Budgeting

http://gender.undp.sk/files/docs/Gender_Budgeting_Manual_EN2.pdf

Link to DFID Manual on Gender Budgeting

<http://www.dfid.gov.uk/pubs/files/gendermanual.pdf>

Link to International Budget Project's "A Guide to Budget Work for NGOs"

<http://www.internationalbudget.org/resources/guide/index.htm>