

Final report

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Organizational Review
of
Parliamentarians for Global Action
(PGA)

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Table of Contents

1. EXECUTIVE SUMMARY.....	6
1.1 Summary of Conclusions	6
1.2 Recommendations	8
2. INTRODUCTION	10
2.1 Background	10
2.2 Purpose and Objectives	10
2.3 Methodology	10
2.4 Review Team	12
2.5 Report Structure	13
3. ORGANIZATION AND MANAGEMENT STRUCTURES.....	14
3.1 Introduction.....	14
3.2 Organizational Structure	14
3.3 Membership Dynamics	19
3.4 PGA Future Improvement Plans	21
3.5 Conclusions	24
4. CHANGING GLOBAL ENVIRONMENT, VALUES AND IDENTITY PROGRAMMES AND WORK METHODS	26
4.1 Changing Global Environment	26
4.2 Values and Identity	28
4.3 Programmes and Activities	29
4.3.1 Peace and Democracy Programme	29
4.3.2 International Law and Human Rights Programme	32
4.3.3 Sustainable Development and Population Programme	36
4.4 Work Methods.....	40
4.5 Gender Parity.....	42
4.6 Conclusions	43
5. FINANCIAL MANAGEMENT, REPORTING TO DONORS AND HARMONIZATION	44
5.1 PGA Financial Management System.....	45
5.2 Donor Diversity.....	46
5.3 Decline of PGA Financial Support	47
5.4 Reporting to Donors.....	48
5.5 Harmonisation Efforts.....	49
5.6 Conclusions	50
6. SUMARIO EJECUTIVO	51
6.1 Resúmen de Conclusiones	51
6.2 Recomendaciones.....	53
7. RESUME EXECUTIF	56
7.1 Résumé de conclusions	56
7.2 Recommendations	58

Figures

Fig 1: PGA Organizational Structure.....	18
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Tables

Table 1: PGA membership.....	15
Table 2: Program and Administrative Cost 2003-2005 (in USD and Percentage)	21
Table 3: PGA Strategic Plan for Organization and Management Improvement	22
Table 4: Peace and Democracy Programme Activities for 2002-2006.....	29
Table 5: International Law and Human Rights Programme Activities 2000 - 2006	33
Table 6: Sustainable Development and Population Programme Activities (2000-2006)	37
Table 7: Gender Balance at a Sample of Major PGA Conferences.....	42
Table 8: Donor Diversity (in USD and Percentage)	46

Appendices

Annex 1: Terms of Reference
Annex 2: Validation methodology
Annex 3: Reviewed Documents
Annex 4: Interviews
Annex 5 PGA Membership by Country and Gender
Annex 6 PGA Strategic Plan (2006-2010)

Acronyms and Abbreviations

APN	African Parliamentary Network
AU	African Union
AWEPA	The Association of European Parliamentarians for Africa
CIDA	Canadian International Development Authority
CIS	Commonwealth of Independent States
(CPNA) CPC	Canadian Parliamentary Centre
Danida	Danish International Development Agency
DFAIT	Department for Foreign Affairs and International Trade
DFID	Department for International Development
ECOWAS	Economic Community of West African States
EU	European Union
FGM	Female Genital Mutilation
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HRM	Human resources management
IAT	International Aids Trust
ICC	International Criminal Court
ICPD	International Conference on Population and Development
IDEA	International Institute for Democracy and Electoral Assistance
ILHR	International League of Human Rights
IPU	Inter-Parliamentary Union
JAP	Joint Action Plan
JPO	Junior Professional Officer
LFA	Logical Framework Analysis
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MP	Member of Parliament
NAAG	National Association of Attorney Generals
NEPAD	New Partnership for African Development
NGOs	Non-Governmental Organizations
OECD/DAC	Organization for Economic Co-operation and Development Countries/Development Assistance Committee
PAP	Pan African Parliament
PGA	Parliamentarians for Global Action
SADC	Southern Africa Development Community
Sida	Swedish International Development Cooperation Agency
SDC	Sustainable Development Commission
SWOT	Strength, Weakness, Opportunity, Threat
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development

UWOPA	Uganda Women's Parliamentary Association
WB	World Bank
(WBPN-A) PnoWB	Parliamentary Network on the World Bank
WHO	World Health Organization

1. EXECUTIVE SUMMARY¹

This Report is commissioned by the Swedish International Development Agency (Sida) for the purpose of providing an organizational review of Parliamentarians for Global Action (PGA), a non-profit, non-partisan international network of elected legislators with over 1300 members in more than 100 countries around the globe. The aim of the organization is to promote peace, democracy, the rule of law, human rights and sustainable development and population issues by informing, convening, and mobilizing parliamentarians to realize these goals. The main focus of the Report is to review the internal organisation, programmes and working methods of PGA, as stipulated in the current Agreement between it and Sida.

Within the overall purpose, the objective of the Review is to establish whether PGA's vision, mission, strategies, activities, methods, structures, membership dynamics and donor relations are coherent and consistent with the current and future challenges which it faces -- including the proliferation of parliamentary networks, increasing donor demands for programme harmonisation and the need for a high degree of local ownership. This Review is also meant to facilitate PGA's internal reform process.

The Review has been conducted in close consultation with the PGA Secretary-General and, given the small size of the organization, interviews were conducted with all staff at all levels (Director of Finance and Administration, Director of Programmes, Executive Officer, Programme Officers and Development Officer), as well as the Chair of the International Council, the President and numerous parliamentary members and several funding agency personnel. The Review Team is fortunate that the interviews coincided with three major PGA activities which were attended by a number of the organization's Executive Board and International Council Members. This both facilitated interviews with them (which focused on their views regarding a wide range of PGA programmes and activities) and also enabled the observation of actual programmatic initiatives by the Review Team. In addition, interviews have been conducted over the telephone in Arabic, French and Spanish in order to validate the findings outside the Anglophone world.

1.1 Summary of Conclusions

The Review Team notes the importance, significance and relevance of PGA programmes and activities – both as we have found them to be -- and also as expressed in its evolving draft Strategic Plan (2006-2010) and the mission and vision expressed therein. The Team understands that the Strategic Plan will undergo further improvements.

The Review Team applauds PGA, and especially its secretariat, for the success of its programmatic activities – all of which were uniformly praised by members and donors alike. PGA applies and follows democratic principles in electing its principal bodies -- the International Council and Executive Committee members and the National Groups representatives.

¹ Please find Executive Summaries in Spanish and French at the end of the report

Without question, program implementation is one of PGA's strongest points. However, its proposal development, monitoring and evaluation; action planning, follow-up activities; and measuring of results and success or failure by using current development aid indicators and management instruments (*chain of assumptions-objectives-input-indicators- sources of verification-output-results/impact*); Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats Analysis are all at a nascent stage.

PGA is too often reactive (i.e. responding to random initiatives from its National Chapters who propose ideas and programmes). Indeed, much of the initiatives taken by the International Council and the Executive Committee are in response to issues of local immediacy and urgency.

The majority of PGA activities are held outside the US, which reduces cost and points to the direction of an efficient use of resources. However, cost-effectiveness has been grossly affected by the decline of PGA financial support during 2004 and 2005, thus raising the level of fixed administrative cost to a rather high level (averaging 34 percent between 2003 and 2005 and as high as 41 percent in 2005). However, PGA travel, lodging and incidental expenses are relatively low due to the willingness of parliamentary members and staff to accept modest travel expenditures.

PGA has to develop a more coherent methodology to assist it in institutionalising lessons learned and knowledge gained, creating cross-programme synergies and/or transferring lessons learned across programmes. There is however anecdotal knowledge of situational improvements and programmatic achievements, but no deliberate and systematic methods have been developed to gauge this and disseminate this information

The current level of local (National Groups) participation represents an apparently low level of ownership. PGA has a website and its staff members respond to queries or, at their own initiative, send relevant information to Council and Executive Committee members and the general membership. However, due to an inadequate (almost non-existent) networking and communication strategy and limited staff resources, such services are not available to all of its 1300 members. Nor is there any assurance that PGA members have the possibility to communicate amongst themselves on issues relevant to PGA mission, vision and strategic objectives.

PGA has yet to truly develop an articulated working method. Its Strategic Plan (2006-2010) is best described as evolving and the methods used are capable only of offering anecdotal reference to the Millennium Development Goals, although in reality all PGA programmes are MDG relevant. Nevertheless, to the extent that a Strategic Development Vision and an elaborate working method have been developed, there is apparent congruency between PGA working method and its implicit vision.

PGA Secretariat and governance institutions (the Council and the Executive Board) command the ability to manage the implementation of the Strategic Plan. However, the recent staff cuts have seriously limited the capacity of the Secretariat to carry out certain necessary functions.

The Review Team took extra care and time to review PGA Financial Audit reports, discussed these with the Director of Finance and Administration and checked various recent financial statements and audit reports. The Review Team commends PGA for its astute and comprehensive financial management.

The work of PGA is important and legitimate, being the only truly individual, independent, multi-functional parliamentary association open to members of both governing and opposition parliamentary political parties. However, PGA interaction with the general public and public outreach is rather limited.

PGA has good working relations with the United Nations system, particularly with the Commissions and Organizations that makes substantive input to its mission (e.g. UNFPA, UNIFEM, UNDP, WHO, ICC etc.). However, PGA partnership with major international and regional parliamentary networks is limited to the European Parliament and ECOWAS. PGA is involved in bi-annual regional parliamentary meetings (Americas, Africa and the Middle East, Latin America and Asia) under the UNPFA partnership. Due to its small size and limited resources, many of its own Councillors and Executive Committee members suggest that PGA is not an attractive partner for various of the larger and better-resourced organizations in the field.

PGA has much work to do in respect to complying with donor harmonization and alignment policies, including the Paris Declaration on Aid Effectiveness (OECD/DAC). In particular, there is a need to integrate diagnostic reviews and performance assessments within country-led strategies for capacity building (Article 19).

Very few of PGA donors (with the exception of Sida, Danida, European Commission, the Netherlands and the Swiss Agency for Development Cooperation) have supported it without interruption for a relatively long time, i.e. from providing the first grant to the present. This makes long-term planning and multi-annual strategic development difficult to predict or ensure, and create unsustainable demands on PGA's relatively small staff.

The Review Team recognizes that PGA donors have not increased in terms of diversity and numbers. Thus, PGA lacks the financial cushion that would have spared it the organizational shock of a sudden decline of major donor support – as occurred during the last two years.

1.2 Recommendations

Given the importance, significance and relevance of PGA's work, the Review Team proposes that PGA should be given the opportunity and resources to undertake a wide-ranging revitalization in order to improve its capabilities. Piece meal recommendations or a donor-driven action plan are not the answer. The following should be considered as essential elements of the revitalization:

1. PGA should complete its Strategic Plan (2006-2010) so that it reflects its mission, vision and objectives and how these are represented in result-based programmes and activities, using *chain of assumptions-objectives-input-indicators- sources of verification-output-results/impact*, Logical Framework Analysis (LFA); and Strength, Weakness, Opportunities and Threats (SWOT) Analysis in a more systematic manner;

2. The organization should focus on programme cycle development, including follow up activities as a component in all programmes, providing more analytical rather than descriptive narrative reports, improving its monitoring and evaluation activities, chain of assumptions and developing sophisticated results indicators and measurement;
3. While institutionalising the use of current development aid management instruments, the revitalization effort should involve a deliberate effort to familiarize PGA members and management with donor harmonization and alignment policies and the implications of Paris Declaration on Aid Effectiveness, Ownership, Harmonization, Alignment, Results and Mutual Accountability (February 2005);
4. The revitalization effort should give more attention to PGA National Groups in order to complement and augment its current communication efforts with the International Council and Executive Board members. An effective network and communication strategy would go a long way to advance local ownership in order to facilitate the deepening and the sustainability of efforts undertaken at the Secretariat. As a part of that strategy PGA should establish a newsletter (electronically and/or in hard-copies) to be sent out to members, i. e. quarterly. Occasional informational bulletins on matters of current interest to parliamentarians should be prepared and distributed to all PGA members;
5. PGA should increase its membership, particularly in countries where it has small membership base, in particular, major and regionally influential countries (e.g. Egypt and South Africa);
6. There is a need to develop a systematic strategy to increase the number of women members;
7. The revitalization should be accompanied by a well developed systematic effort at financial resource mobilization and a donor diversity strategy to be implemented by the Secretariat with the support of PGA's astute and influential members across the globe;
8. In its current financial state, PGA is ill-resourced to undertake the reorganization and initiatives necessary to facilitate a major revitalization. Therefore, key donors, including Sida, should provide PGA with the necessary financial support to enable it to comply with the donor's own requirements and policies on harmonization, alignment, effectiveness and accountability;
9. Key donors should seriously consider expanding core support to PGA and making it available on a multi year basis as a means to facilitate the organization's further development; and
10. PGA needs to draw more heavily upon its most influential members in seeking project funding-- especially at the regional level where it can bring together influential members of several different national legislative bodies.

2. INTRODUCTION

2.1 Background

Parliamentarians for Global Action (PGA) is a non-governmental organization established in 1978 in Washington, DC, USA by concerned parliamentarians from around the world. Its initial aim, which has continued over time, is to address global problems, which can not be solved by any one government or parliament. Its initial focus was on disarmament and the prevention of nuclear proliferation. However, today, PGA activities focus on fostering democracy, conflict prevention and management, international law and human rights, population and sustainable development.

PGA's global reach and influence are maintained through its members who consist of individual legislators from democratically elected parliaments. PGA presently works to link individual legislators across ideological borders and non-partisan lines, with the goal of strengthening their capacity to pursue international peace, social justice and development. Thus, PGA mobilizes legislators, encourages legislation and fosters links on policy matters between the executive branches of governments and civil society.

During 2002 -2005, Sida has supported PGA with approximately 1.6 million USD. PGA has also been receiving funds from various other donors, including Switzerland, Belgium, the Netherlands, Ireland, Denmark, Norway and the European Union -- as well as from UN agencies and various philanthropic organizations.

2.2 Purpose and Objectives

The purpose of the Organizational Review is to make a thorough review of the activities of PGA, with a focus on internal organisation, programmes and working methods, as stipulated in the current Agreement between Sida and PGA. It is a stand alone review and not a comparative study where PGA is evaluated against other parliamentary organisations. The Terms of Reference are given in full in Appendix 1.

The objective of the assignment is to establish whether PGA's vision, mission, strategies, activities, methods, structures, membership dynamics and donor relations are coherent and consistent with the current and future challenges it faces -- including proliferation of parliamentary networks, increasing demands for organizational harmonisation, and need for a high degree of local ownership. The review should also facilitate PGA's internal reform process.

2.3 Methodology

The Organizational Review was carried out by Professional Management AB during the period of June-September 2006. The Review Team has applied a mix of techniques utilizing institutional performance assessment methods to review PGA. These techniques have been supplemented with materials collected through review of documentation pertaining to project documents and past monitoring and evaluation reports and documents.

With this general understanding of the questions posed by ToR, the Review Team has developed a practical matrix to help it in 1) obtaining the required materials using the mix of methodologies described above and 2) explaining how the Organizational Review results will be verified (cf. Annex 2 for validation methodology).

Prior to the actual commencement of the Organizational Review, the Review Team has conducted a thorough review of the available documentation of PGA, including its development strategies, mission, vision and objectives, monitoring and evaluation methods. The Team has also reviewed recent programme and project documents, annual reviews and financial statements, supporting publications and statements by PGA, Sida or third parties. The validity of the initial findings is ensured through reviewing vast amounts of material (cf. Annex 3 for documents consulted).

The Review has been conducted in close consultation with the PGA Secretary-General and, given the small size of the organization, interviews were conducted with all staff at all levels (Director of Finance and Administration, Director of Programmes, Executive Officer, Programme Officers and Development Officer), as well as the Chair of the International Council, the President and numerous parliamentary members and several funding agency personnel.

Mr Salih and Dr Rosenbaum made a first visit to PGA in June 2006. The Review Team is fortunate that the interviews coincided with three major PGA activities which were attended by a number of the organization's Executive Board and International Council Members. This both facilitated interviews with them (which focused on their views regarding a wide range of PGA programmes and activities) and also enabled the observation of actual programmatic initiatives by the Review Team.² In addition, interviews have been conducted over the telephone in Arabic, French and Spanish in order to validate the findings outside the Anglophone world. Finally, relevant Sida staff has been interviewed in order to gauge Sida's experience with PGA. A list of persons interviewed is attached (Annex 4). We have met with some of the key persons several times. These interviews offered an invaluable insight on the contributions the major stakeholders make towards the fulfilment of the mission. All the interviewees have been very open not only on pros and cons in its work so far but also when it comes to ongoing discussions on future challenges.

Mr Svensson and Dr Rosenbaum have made a validation visit to PGA in the beginning of September in order to further validate the findings and also to strengthen the diagnostic and summative bases of the Report and its findings.

² First, the New Peace-Building Commission of the United Nations and the Role of Parliamentarians, New York- Conference Room No. 630 June, 2006. Second, Strategy meeting of the working groups of the Consultative Assembly of Parliamentarians for ICC, secondly the Rule of Law: Roundtable Discussion with Legislators, Experts and Representatives of International Organisations, New York 19th Floor, Sadik Conference Room and third, Dialogue on Proliferation and Misuse of Small Arms/Light Weapons hosted by the Pakistan Mission to the United Nations.

To give a possibility to comment on errors and misunderstandings a draft report was sent to Sida and PGA in the middle of September. The comments will be carefully reviewed and taken into consideration in the final report.

2.4 Review Team

The Review Team consisted of the following members:

Mr Arne Svensson, Team Leader, has obtained Master of Science, specialised in evaluation methods. He has more than 30 years of governance and public administration reform experience. Mr Svensson has substantive experience in the reform process of central, regional and local government, including decentralization, democracy and governance, legislative and parliamentary development, citizens' participation, governmental relations, state and local governments, civil society, devolution, organizational development, management and public administration.

Dr Mohamed Salih is Professor of the Politics of Development at the University of Leiden, and the Institute of Social Studies in the Netherlands. Professor Salih has conducted field research and consultancy in Africa, Middle East and Caribbean. In addition, he has undertaken policy and advisory research and numerous assignments for national governments, NGOs, bilateral, regional and multilateral institutions. These include institutional assessments, strategic planning exercises and the evaluation of sector programs.

Ms Stina Waern is Senior Consultant with long experience in assignments for organisations, in developing countries, i.e. financial management, process analysis, result based management, etc. She has worked in Kenya, Mozambique, El Salvador, Guatemala, Honduras, Nicaragua, Malaysia and other countries. Before she became a management consultant, she was the Director General of IMPOD (The Import Promotion Office for Products from Developing Countries) under the Ministry of Foreign Affairs of Sweden.

Dr Allan Rosenbaum is Professor of Public Administration and Director of the Institute for Public Management and Community Service at Florida International University in Miami, Florida. He has substantial experience in dealing with international organizations involving representatives from many parts of the world, including having served as President of the International Association of Schools and Institutes of Administration. He has worked with the United Nations, the Organization of American States, the Asian Development Bank, the Inter-American Development Bank and many national governments and legislative bodies.

Ms Cristina A. Rodriguez-Acosta is Deputy-Director of the Institute for Public Management and Community Service at Florida International University in Miami, Florida. She has extensive experience working with international organizations such as the Organization of American States in Washington, DC and think tanks dealing with issues of governance in the Americas such as the Inter-American Dialogue.

Ms Barbro Svensson has assisted the team with logistics and travel arrangements. Ms Svensson is one of the two owners of Professional Management AB. For the past 20 years she has been working on international projects.

Ms Lina Lenefors has assisted the team with research. Ms Lenefors is Master of Business Administration. For the past eight years she has been working for Professional Management mainly on organizational reviews, evaluations and assessments.

2.5 Report Structure

This Report consists of five sections. A set of conclusions is placed at the end of each Section. The first section offers an Executive Summary which includes the Summary of Conclusions and Recommendations. The second section is introductory meant to offer a brief background to PGA, the review team and the report structure.

PGA's organization and management structure are examined in the third section. It describes and explains the relationship between the various governance tiers, their functions and contributions to the overall functioning of PGA as an organization. The fourth section focuses on the changing global environment and its implications for PGA values and identity, programmes and work methods. It examines PGA awareness of these implications, how they have affected its work and what its mission, vision and objectives, as well as its future reorganization or reform plans.

PGA financial management, accounts, audits and financial status and donor diversity as well as PGA response to the current decline of donor contributions are described and analysed in the fifth section. Also of significance to the fifth section is PGA's approach to reporting to its donors and harmonization activity vis-à-vis increasing donor demand for professionalization.

3. ORGANIZATION AND MANAGEMENT STRUCTURES

3.1 Introduction

The distinction between organization and management is devised as a matter of convenience and is meant to interpret the ToR's explicit reference to internal organization and the broad management of the external (and of course internal) environment within which PGA operates.

Most crucial to understanding the organization and management structures of PGA are two important factors: 1) its membership is open to all individual legislators from democratically elected parliaments the world-over; and 2) PGA depends on the enthusiasm, motivation, voluntarism and commitment of its individual members who have equal membership rights and can directly propose programmes and activities for discussion at the International Council and approval by the Executive Committee.

3.2 Organizational Structure

PGA as an organization consists of three structures:

I. Members and National Groups

PGA consists of individual members from 112 parliaments and two regional parliaments (European Community Parliament and Economic Community of West African States). It is made-up of over 1300 individual legislators from democratically elected parliaments (cf. Annex 5 for PGA Membership by Country and Gender).³ Two characteristics of PGA membership distinguish it from other global parliamentary networks:

PGA membership is drawn from individual parliamentarians of elected parliaments. The members do not require any endorsement from their national parliaments and therefore join PGA of their free will and sense of voluntarism and motivation to contribute to the organization's vision, mission and objectives; and PGA membership is global without being inter-governmental (such as Inter-parliamentary Union – IPU), or regional focussed (African-West European Parliamentary Association – AWEPA) or issue-specific (Parliamentary Network of the World Bank – PNoWB).

A National Group elects one member to the International Council for a one year term. In order to facilitate multi-party dialogue, the National Group members should be drawn from both government and opposition political parties. PGA rules stipulate that each National Group should meet at least once a year and also for electing a new member to represent them in the International Council.

³ Many of PGA members leave parliament for higher government posts such as the Presidencies of Iceland, Botswana, Trinidad and Tobago, the Philippines, and Prime Ministers of Canada and New Zealand. PGA thus fosters links on policy matters between legislatures, the executive branches and civil society.

PGA membership in some countries is rather small. Every second parliament where there are PGA members has membership of between one and four members and therefore far below the stipulated number of members required in order to form a National Group (Annex V also see Table 1 below).

Table 1: PGA membership

Number of PGA members from the Parliament	Number of Countries
1 -4	56
5 - 8	12
9 - 12	13
13 and more	32
Total	113

According to PGA, to establish a National Group, the national parliaments are required to have at least five MPs registered as members from parliaments with less than 100 parliamentarians. Parliaments with more than 100 members can qualify for forming a National Group only when 10 MPs register as members of the National Group. Parliamentarians from countries that have not formed PGA National Groups do qualify for PGA membership. Members in a country choose to form National Groups, at their own initiative, once they fulfil the criteria. PGA currently has a total of 18 National Groups that fulfil the criteria.

The low number of PGA members in as many as 56 countries helps, along with the problem of very limited member communication, explain the weakness of the PGA membership dynamic and the lack of local ownership in some countries (a fraction less than 50%) because the numbers are too small to take up the issues and support major global policy objectives in the national Parliaments.

However, even where national groups exist, limited member participation and communication remain barriers to full and effective involvement. Among the comments in this regard by those interviewed were the following:

The level of activity of the national groups depends on the commitment of the members. In general, they get together only either to propose an activity or to select members to the International Council.

It was noted that participation by their other colleagues is limited due mainly to a lack of clear understanding and information of what the national group is about, what it does and the rules to participate in it. It was felt that the organization had a “lack of exposure” among its own constituents.

Also noted as a factor hindering participation by other parliamentarians was the feeling by some that the organization is not able to apply the subsidiarity principle, i.e. most often than not issues discussed at the international level have not filtered down or reflected at the national levels and beyond that to become issues relevant for local community participation.

It was noted that the organization needs to invest more in “marketing” itself maybe with more “in-country” activities, sponsoring events that matter to parliamentarians (like issues of small arms in Africa, etc).

More efforts should be made to expand membership and communications among members. Many noted that for some parliamentarians who are not involved in PGA the goals and the organization is not clear and thus they question the usefulness of participating in such an organization.

The working language of the organization was noted by Portuguese speakers as an obstacle to full participation.

II. International Council

The International Council (IC) is a body, consisting of not more than 40 members with no more than two members from a country. Therefore, the International Council is the “Parliament” of PGA.

The PGA International Council is led by a Chair elected by the Council for the duration of the International Council term (i.e. two years), who can be re-elected for one more term. According to PGA Statutes, literally “*the responsibility of the International Council Chair is to chair the Council meetings*”.

The International Council elects the Executive Committee. The PGA Committees are components of the Executive Committee i.e.; Finance; Legal and Audits; Resource and Development; Membership; Nominating; United Nations, Business Council; Donors; and the Ex-Parliamentarians Committee. The last four Committees consist of non-Council members and are consulted on an advisory basis only.

III. The Executive Committee

The Executive Committee⁴ (also called the Board of Directors and the Executive Board interchangeably) is an *executive body* which consists of 15 members elected by majority vote of those present in the International Council meeting for a two year term renewable for one more term. It is chaired by a President (the Current President is from Belgium).

Executive Committee members are elected on the basis of a 40/60 gender ratio, serve on the Board for a two-year term and can be re-elected for a second term. The Committee meets twice a year to make decisions on PGA programme activities. Its last meeting took place in June 2006.

⁴ Although PGA Statutes refer to the Board of Directors, this designation is referred to in several documents as Executive Board and Executive Committee simultaneously.

The Executive Committee sets the policy agenda, discusses and approves the PGA work-plan (known in the PGA organizational culture as its Calendar), Annual Report, Auditor Report/Financial Statement and its fund-raising activities.

The Executive Committee works closely with the UN system – especially through its advisory body of the UN Committee, which is comprised of senior UN ambassadors, high-level UN officials, and leading NGO representatives. PGA has had an extremely effective track record in dealing with intergovernmental agencies such as the UNFPA, UNDP, UNICEF, UNIFEM, UNESCO, the World Bank, the Asian Development Bank, and the International IDEA. Currently, PGA has three main programmes (Peace and Democracy, Sustainable Development and Population, and International Law and Human Rights), each of which works in close cooperation with NGOs and the relevant United Nations organizations. For example, the Peace and Democracy program is closely associated with the UN; the Sustainable Development and Population program with the United Nations Population Fund; and the International Law and Human Rights program with the International Criminal Court, and so on.

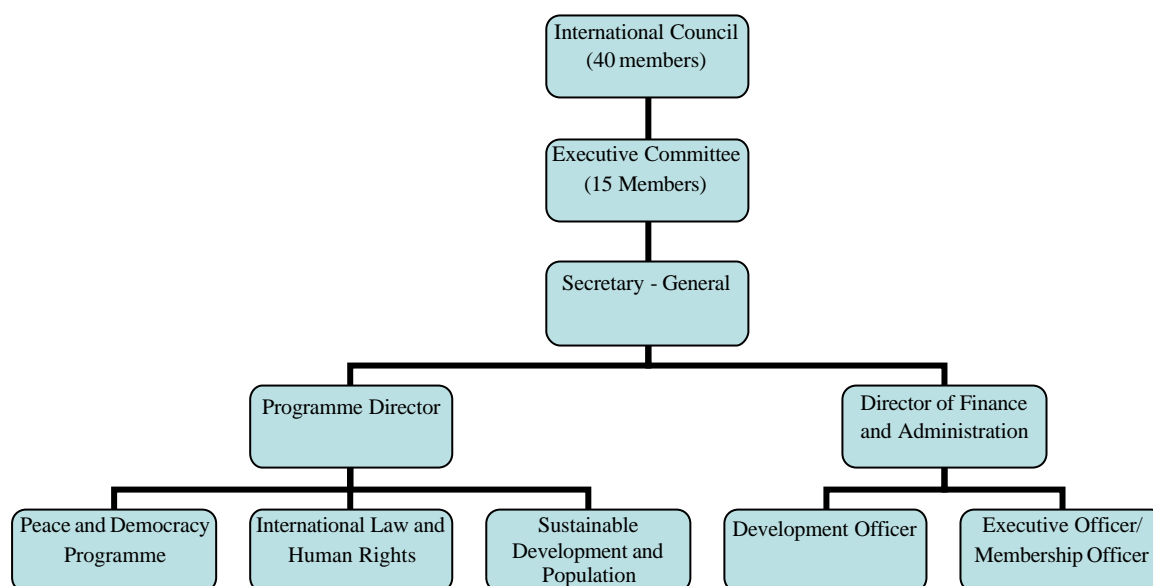
When queried about the International Council and the Executive Committee, the work of both was recognized as valuable and good. They were described as quite effective given the circumstances and resources with which they have to work. However, it was noted that the organization needed to clearly define the roles and duties of these groups as well as how to be part of them. In that sense, there was some feeling that transparency could be improved.

The Latin Americans felt that Africa was over represented in both the Council and the Board but it was understood that there were more countries in Africa. But it was evident that they would like to see more Latin Americans in both the Council and the Committee. Both Africans and Latin Americans noted that Europeans tend to take a leading role in both and noted as a weakness of the organization the lack of more representatives from Asia and the “Far East” in both.

All noted the lack of good communication among members as serious problem for the organization at all levels.

IV. PGA Secretariat

Located in New York, the PGA Secretariat is comprised of a Secretary General and a number of staff and consultants who together discharge the day-to-day activities of the organization. The Secretary-General is the PGA Secretariat’s officer-in-charge appointed by the Executive Committee for a period of three years, renewable upon an evaluation conducted by the Executive Committee. See PGA organizational chart below for fuller appreciation of the Secretariat position.

Fig 1: PGA Organizational Structure

Currently, Ms. Shazia Rafi is the Secretary-General with the overall responsibility for executing International Council-approved activities and programmes. The Secretary General is responsible for the running of the organization, appointing all other staff, and setting the terms and conditions of their employment. She is also responsible for following-up on the implementation of PGA programmes and activities, including organizing and overseeing the Executive Committee and the International Council meetings, and on creating consensus amongst members and partners to reach binding agreements on substantive issues pertaining to PGA work. The Secretary General is also responsible for financial management, including budget approval and allocations to various programmes and activities, expenditure monitoring and control; personnel management; PGA representation; and signing of agreements and project contracts.

Members who were interviewed about the organization were uniformly high in their praise of the secretariat and their work - especially in the area of program implementation. The concerns that were raised were all attributed to lack of recourses and these included:

- Lack of communication among members and among the “bodies” of the organization and the general members.
- Too much time between meetings and/or too few meetings of members both at a regional level and at the global level.
- Organization lacks a way of being able to demonstrate how its programs and activities can impact legislators’ constituents at the local level.
- Lack of exposure or an “outreach program”
- Lack of coordinated activities or more permanent relationships with other relevant agencies and organizations. It was noted that the PGA does a very good job in

maintaining connections and working with the UN and its agencies, but it lacks a more institutionalized relationship with other regional organizations.

3.3 Membership Dynamics

PGA can best be described as an intermediary representative organization whereby its activities are carried out through representation (i.e. the International Council and the Executive Committee supported by the Secretariat). The members of the policy (International Council) and executive (Executive Committee) bodies take initiatives on behalf of PGA National Groups, propose new programmes and chart the organization's direction.

The National Groups are governed by a set of regulations which stipulate that: **1)** PGA should be open to all members of parliament in multi-party states and be composed of at least 10 individuals (open to all parties) or, 5 if the total membership of the national parliament is less than 100 individuals. **2)** In a parliament that has existing PGA members all current PGA members must be invited with reasonable notice to join the group. **3)** National groups should accept the Constitution and By-Laws of PGA. **4)** They should elect group officers -- for example, Chair, Vice-Chair(s), Secretary and Treasurer- with due regard to political and gender balance. **5)** National groups should elect one of their members as annually to serve on the International Council, with written confirmation of this election to the Secretariat. **6)** An elected member can serve as the Chair of the National Group for one term of two years. **7)** Groups should hold at least one annual general meeting. **8)** Groups should submit a written annual report to the International Council Chair in advance of the Council meeting. **9)** Groups should each year provide the names of its members to PGA in New York and assist in the collection of the membership fees of \$50.00 per year. **10)** The Chair of the International Council and the President shall certify to the Executive Committee those National Groups that have met the guidelines.

Because PGA is a representative organization of individual parliamentarians, its National Group dynamics are often limited to electing the group representatives to the Policy and Executive bodies. The National Groups provide a reservoir of members readily available to serve on the policy and executive boards. In this respect, most of PGA success can be attributed to initiatives taken by its most committed members (usually members of the International Council and/or Executive Committee) who lobby and mobilize their parliaments and by extension their governments.

Based on interviews with a relatively large number of PGA Councillors and Board members, there is no reason to believe that in most countries any member-based activities are taking place at the National Groups' level apart from the electing of new Councillors and Board members. However, in some countries (for example Sweden) the National Group has at least two activities every year. Another exception to this is when a PGA project is implemented at the national level in a country (for example, HIV/AIDS Project in Pakistan). Then there will be broader involvement of local parliamentarians. Thus, in a sense, the National Groups have more duties and obligations to fulfil to PGA Council and Executive but are often not recognized or involved with regard to programme activities (in terms of, for example, a limited fund to support national level activities in issues relevant to PGA activities or enable parliamentarians in conflict-prone countries and regions to undertake early warning or peace mediation activities independent of the PGA headquarters).

Without question PGA's most important resource is in fact its members. These are individuals who command respect and attention and who, in many cases, have unique skills and knowledge, as well as, in some cases, access to financial and material resources. Clearly a critical issue for the organization is how to improve communication with its individual members in order to engage them in the activities of the organization and mobilize them to support its efforts and programs.

Although PGA has no written network strategy specifying how communication amongst its members and its different constituencies should occur, it has a very brief four step criterion for selecting the issues that find their way into its agenda and programmes. These are as follows: 1) An individual member presents a project idea to the Secretary-General or President of PGA; 2) the Secretary-General, program conveners, and development staff analyse and assess the feasibility of the project, as well as PGA's strategic niche for presentation and implementation; 3) the project idea is debated at the annual International Council meeting; and 4) the Executive Committee makes a final decision.

Given the fact that the National Groups often meet only once a year with the prime objective of electing their representatives to the International Council, and the fact that PGA programmes have changed much over the course of the past decade, it is difficult to see how they can play a significant agenda shaping role. More realistically, PGA documents seem to suggest that the UN Committee Members, parliamentarians in PGA leadership roles, and other advisors provide the Secretariat with programming advice. They also suggest issues to work on. While, in a crisis situation, PGA can respond immediately as the President, the Secretary General and the Convenor of the program take the decision, this is not as inclusive a process as one might wish. Clearly if PGA is to develop to its full potential, means must be found to engage the National Groups more fully and effectively.

While PGA is financially efficient in terms of programme cost, it has relatively high administrative cost. Table (2) shows PGA overall administrative cost from 2003 to 2005 as percentage of total programme and administrative costs 37, 28 and 41 respectively.

Table 2: Program and Administrative Cost 2003-2005 (in USD and Percentage)

	International Law and Human Rights	Peace and Democracy	Sustainable Development and Population	Total Program Expenditures	Secretariat Administration	Total Expenses	Administrative costs as a percentage of total costs
2003	507,107.00	295,712.00	221,328.00	1,024,147.00	609,337.00	1,633,484	37 %
2004	667,337.00	326,763.00	294,434.00	1,288,534.00	492,673.00	1,781,207	28 %
2005	407,961.00	-	293,830.00	701,791.00	487,745.00	1,189,536	41 %
TOTAL	1,582,405.00	622,475.00	809,592.00	3,014,472.00	1,589,755.00	4,604,227	34 %

Source: PGA, June 2006.

3.4 PGA Future Improvement Plans

PGA is in the process of embarking on a plan to improve its organization and management competences (cf. Annex 6 for Draft Strategic Plan 2006-2010). The main objective of this initiative is *to ensure democratic and responsive methods of governance, improved communications between staff and members and among members, financial sustainability, and strategic programme planning and evaluation*. The PGA strategic plan contains three important lines of action based on the analysis of the organization's strengths and weaknesses. These include:

- Create a stable funding base for the organization, diversifying the donors, and attracting one or more large bilateral donors who could contribute to the operating budget. For this purpose, at least one more staff person and/or consultant dedicated to fundraising will be necessary, and both PGA staff and members need to initiate or intensify their involvement in fundraising;
- Devise an agile mechanism to accommodate and embrace new initiatives that fit into the mission, values, and goals of the organization. Our analysis of the competition from a proliferation of new parliamentary networks led to the observation that some members founded these new networks after not being elected to the PGA Board, and thus losing the possibility (in their perception) of having their idea supported and implemented by PGA.
- Among the ideas to be considered to solve this problem are: creating one-year posts funded through the new initiatives, not the operating budget, on the Board for "initiative directors" and creating a venue (annual forum) as well as a committee for screening these ideas. Given the current financial situation of the organization, those members who propose these ideas need to have secured at least some initial funding, and be prepared to be active in fundraising to support the initiative; and
- Invest in an improved monitoring and evaluation system, especially strengthening evaluation of the outcome of PGA activities and their impact, through simple, routine follow-up communications between members and/or staff involved in program activities and their contacts within countries. This information is urgently needed for

fundraising purposes, and also to provide ongoing feedback to the Board and to PGA staff on the effectiveness of the various strategies undertaken by the organization.

Table 3: PGA Strategic Plan for Organization and Management Improvement

Objectives	Examples of Activities	Performance indicators/ outputs
4.1 Increase the capacity to apply for funding from major institutions and manage contracts.	<ul style="list-style-type: none"> • Visit USAID to explore opportunities for the Peace and Democracy Program and Sustainable Development and Population Program work on HIV/AIDS in South Asia • Hire a consultant on EU contracts and grants administration • Hire another fundraising staff person • Intensify members' involvement in fundraising • Work with consultant to identify the most important donors to approach in 2006. • Establish a PGA legal entity in an EU country without losing the global character of the organization 	<ul style="list-style-type: none"> • Increase in # of new donors • Increase in # of grants from former donors • Increase in # of continuing contracts with EU partners • Increase in size and time period of grants • Increase in operating budget supported by grants <p>Specific results:</p> <ul style="list-style-type: none"> • Large grant from USAID • refunding Peace and Democracy program • funding of new work on Sustainable Development • funding of follow-up work on HIV in South Asia • Continuation of support for work on the ICC and ILHR Program
4.2 Organize priorities and staffing in accordance with the approved strategic plan	<ul style="list-style-type: none"> • Present a carefully constructed strategic plan to PGA's governing bodies. • Staff work plans based on the strategic plan. 	Submission of the present plan to Dublin meeting
4.3 Provide more thorough and accessible information about PGA accomplishments and activities.	<ul style="list-style-type: none"> • Enhance Website content • Use evaluation information on impact in informational brochures, on Website, in publicity 	<ul style="list-style-type: none"> • New web site content. • New content in PR materials

	about PGA	
4.4 Develop an effective mechanism for introducing new ideas from members	<ul style="list-style-type: none"> • Discussion at Board meeting, followed by implementation of new mechanism Possible solutions include: <ul style="list-style-type: none"> • creating 2 one-year rotating seats for members with new initiatives • limiting length of time to six years that any member can serve on the Board/Council combined 	<ul style="list-style-type: none"> • Establishment of new mechanism • PGA members aware of new mechanism and knowledgeable about how to use it • # of new ideas endorsed by PGA and funded through diverse members' efforts.
4.5. Develop effective monitoring and evaluation system	Create system to collect follow-up evaluation information on impact of activities	<ul style="list-style-type: none"> • Information on outputs, indicators, and impact of activities available through routine information-gathering mechanisms. • Lessons learned to contribute to the knowledge base on parliamentary work generated and disseminated.

Three major features of PGA Strategic Plan for improving the performance of its organization and management require some commentary:

1. PGA has realized that it must embark on an elaborate deliberate and systematic Action Plan to improve the performance of its organization and management in response to the weaknesses and strengths delineated during the course of developing its Strategic Plan. In other words, PGA has already embarked on an ambitious reorganization without calling it so. This is applauded by the Review Team as a welcome development;
2. The objectives of the reorganization's improvement plan are significant: i) Increase the organization's capacity to apply for funding from major institutions and manage contracts; ii) organize priorities and staffing in accordance with the approved strategic plan; iii) provide more thorough and accessible information about PGA accomplishments and activities; iv) develop an effective mechanism for introducing new ideas from members; and v) develop an effective monitoring and evaluation system. The Action Plan has left out the area of aid development management (except monitoring and evaluation) and harmonization, which we will deal with in the following section;

3. The Action Plan has not revisited PGA Statue and By-Laws, or considered the need for more elaborate Administrative Procedures, Audit and Accounting Handbook/Manual

3.5 Conclusions

Although PGA is a member-based organization, its contribution from and capacity to mobilize, its membership is grossly limited by its modest staff organizational capacity (too few people to do too many things) and the meagre resources available for intensifying membership involvement. The absence of a networking and communication strategy (not even an active blog, with the current level of ICT development), renders meaningless the elaborate regulations governing National Group formation and the requirements for reporting annual activities in countries where the PGA Secretariat is not actively organizing an event.

It is absolutely critical to the future of PGA that it develops new means to much more actively engage its membership in its programmatic, organizational and financial initiatives. A first step in this process would involve improved communication with members. As quarterly newsletter send to all members (both electronically and in hard copy) would represent a very important step. Electronic bulletins in the form of occasional issue briefs on matters of widespread concern to parliamentarians could be of much use to members and further engage them in the organization.

New means must be developed to draw on the resources available to members to assist PGA. For example, it may be possible for PGA members from more affluent states to arrange for the seconding of a parliamentary staff member to the organizations headquarters as a form of professional training.

PGA organizational structure has been relatively stable over the years and has not undergone any re-organization and restructuring to enable it to cope with the new global context of development. Although the current organizational and management structures have thus far served PGA well, the Review Team is doubtful whether it is suited for the current more stringent requirements of a rapidly changing external environment, new and evolving donor priorities or the harmonization and development of current aid management requirements. In this respect, short of a thorough reorganization of PGA structures to be more effective in responding to these changes, a number of areas require review and eventually improvements, in particular:

- More clarity is required in respect to office “title” designations such as the interchangeable use of Chair, President; and Board of Directors, Executive Committee etc. For example, the Chair of the International Council is referred to as Chair in one paragraph and President in another; More clarity is required in the delineating the profiles, roles and functional description of PGA office holders in the three main management tiers (Council, Board and General Secretary) with the aim of improving effectiveness and contribution to the overall functioning of the organization. For, example, there is more than a grain of ambiguity in the structural relationship between, and functions of, the PGA Secretary General and President (also called

Chair). While the profile and functions of the Secretary General are clearly defined, those of the President (or Chair) are not;

- There is also some ambiguity as to the division of responsibilities between the President of the Executive Committee and the Chair of the International Council. This contradicts the spirit of the Statues, which indicate that, “*The General Secretary reports annually to the Chair of the Executive Committee*” i.e. in the current case, the Secretary General reports directly to the President and not the Chair of the International Council, which is PGA’s highest policy body.
- Section seven of PGA By-Laws on “*removal from office*” appear rather harsh and give no reasons as to why “*Directors are subject to removal from office by a vote of two-thirds*” without specifying at least two or three major cases that justifies the Board act;
- PGA’s current management structure is rather inadequate for monitoring progress in three areas of fundamental significance for PGA:s ability to maintain itself as an organization: i) fund raising; ii) programme development; iii) and programme implementation quality assurance. All three elements will be elaborated in the sections of Work Methods and Financial Management;
- The PGA employment benefits scheme is commensurate with those practiced by other similar organizations (although at the lower side). PGA Desk Profile is an equivalent of a poorly structured employment procedure without reference to appointment procedures; and
- The Desk Profile also has reference to an inadequately developed performance evaluation provision. However, improvements in such areas as employment conditions and performance evaluations might not be as significant for the organization as one would hope since it seems evident that new graduates use PGA experience as a gateway (or stepping stone) to better jobs. This explains the high staff turn-over and, with it, the continuous loss of experiences accumulated from years of working with PGA. Another negative impact of this pattern on PGA is the potential absence of institutional memory and motivation amongst its staff, as well as the absence of senior staff experienced in the use of development aid management instruments in order to respond to donor reporting and other requirements.

4. CHANGING GLOBAL ENVIRONMENT, VALUES AND IDENTITY PROGRAMMES AND WORK METHODS

4.1 Changing Global Environment

In 2005, PGA embarked on an ambitious exercise to develop a strategic plan for the period from 2006 to 2010. It solicited the views of its members by doing a questionnaire survey regarding what they thought that PGA should be doing during this period. This helped influence the development of the PGA Strategic Plan for 2006-2010, which is comprised of the following five components: Environmental and Organizational Analysis; Mission and Vision; Goal and Objectives of its three Programmes (Peace and Democracy Programme; International Law and Human Rights Programme; Sustainable Development and Population Programme); as well as the Goal and Objectives for the Organization and Management of PGA.

In a quasi-SWOT analysis, the Strategic Plan alludes to four major PGA weaknesses:

- i) Lack of agile channels for including new initiatives by PGA members under the organization's umbrella;
- ii) Infrequent meetings, and lack of avenues of communication among members, and between staff and the broad membership;
- iii) Lack of a stable funding base, and indeed, the current lack of funding for two major lines of work (Peace and Democracy and Sustainable Development). This key impediment to organizational effectiveness is addressed by the strategic plan; and
- iv) Misconceptions and perceptions about PGA in its public image need to be addressed. Although PGA most notable recent initiative--the ICC--places it in opposition to the policies of the current US government, the organization is often identified with the United States, where it was founded and has its headquarters. PGA is also often associated with progressive left of centre "ideologies", which results in a loss of support from the increasing member of right of centre governments.⁵

These weaknesses could be understood as indicative of:

1. First, the lack of networking and communication capacity and/or a strategy to overcome this (weaknesses i & ii) which could channel new initiatives and maintain consultation and exchange of views and ideas regarding current developments and how the organization is run. Improvement in this area would also facilitate the functioning of, and communication among, the members of the various committees.

⁵ As proof the Strategic Plan mentions that, it recently lost a multi-year grant from the Dutch Government, which funded the Peace and Democracy Programme partly because the government moved to the right (p. 4)

2. Second, PGA acknowledges in the Strategic Plan (weakness iii) the seriousness of its decreased financial support, most notably the abrupt and sharp decline of its Netherlands' support to the Peace and Democracy Program.
3. Third, PGA acknowledges inadequate networking and communication channels have contributed to a serious "image problem" (weakness iv) which challenges one of its main core values i.e. PGA claim that it is a non-partisan organization bringing together legislators from across political and ideological divides.

Taken together, these weaknesses result in PGA being an organization "at the crossroads" (p. 4). This sentiment expresses how susceptible PGA is to changing donor priorities and more importantly that it is ill-prepared for sudden financial shocks such as those reflected in the precarious situation of the Netherlands funding.

PGA's greatest strength as noted in the Strategic Plan, and even more effectively articulated by the more than two dozen individual parliamentarians, Councillors, Board Members, donors and associates interviewed "*lies in its diverse, talented, committed and highly motivated individual parliamentarians who originate from all democratically elected parliaments from all across the globe*".

Nevertheless, as the strategic plan notes, there are three significant strategic tensions that can be noted in respect to parliamentary members' ability to mobilize national resource and devote time for PGA activities. These tensions are between:

- The autonomy of individual PGA members and their independence from their national legislature (or parliament) weighed against the potential funding opportunities from national parliaments for travel and programme implementation. The individual-legislator-based nature of PGA membership makes the national parliaments feel that they are under no obligation to support their members to participate in PGA activities (one exception was the 2005 Annual Forum, where 2/3 of the participants were funded by their national parliaments);
- PGA members' obligations and duties to their own national parliaments and their constituency obligations obviously result in limiting the time that they can devote to intensive interaction with PGA members, assisting PGA in fundraising and participating in missions to countries in conflict. Some members chair important committees or occupy other positions of authority in their home country so that their availability is even more limited (but their influence is enhanced). PGA must strive to keep a balance between these two types of members; and
- Programmes focus *versus* flexibility. Indeed, PGA needs programmatic and geographical focus in order to concentrate energies on a few issues and countries where it can make a difference. On the other hand, PGA needs sufficient flexibility to be responsive to the priority interests of members and to emerging crises and opportunities. In a nutshell, the members (and not the Secretariat) often propose programmes which could at times be inconsistent with existing or on-going programmes.

- PGA internal discussions and self-criticism illustrate that it is aware of the competitive environment within which it operates and this is reflected in the explicit acknowledgement of the organization's weaknesses and strengths. PGA recognition of weakness should ideally facilitate PGA future reorganization to cope with these problems that are, in the view of the Review Team, surmountable.

4.2 Values and Identity

PGA values and identity are best expressed in its mission, vision and objectives. While the mission and vision are well articulated, PGA has as yet to develop overall objectives beyond those of its respective programmes. The PGA mission is stated as follows:

- Parliamentarians for Global Action (PGA), a non-profit, non-partisan international network of elected legislators with over 1300 members in 114 parliaments around the globe, aims to promote peace, democracy, the rule of law, human rights, sustainable development and population issues by informing, convening, and mobilizing parliamentarians to realize these goals.
- The PGA mission captures the overriding characteristics of its membership and the activities in which it will be involved during the next five years (2006-2010), with the aim of informing, convening and mobilizing parliamentarians to realize these goals.

The PGA vision, informed by the mission, sets the tone for its ambitions and how the organization intends to project itself and be recognized by others in the field of parliamentary development and mobilization. In essence:

“By 2010, PGA aims to be a proven negotiator and peace-builder in pre-conflict and post-conflict situations within the UN system and the international arena,

By 2010, PGA will be an acknowledged innovative centre for developing new polices on legislation to address the most pressing global issues of importance for democratic governance, the rule of law, population and human rights and sustainable development”.

The PGA Vision seems not totally consistent with its mission. It seems not totally commensurate with the values, identity or the major activities in which PGA intends to embark. Does the phrase “within the UN system” means that PGA intends to become an executing arm of the UN programmes and policies? If that is the case, what will be the impact of this on the autonomy and independence that its members seem to relish vis-à-vis their national parliaments? What would be the role of PGA members in developing programmes and activities commensurate with its mission, but not necessarily consistent with those of the UN system?

It seems apparent that PGA has yet to develop a set of overall objectives to guide its Strategic Plan in a way that each objective is translated into a set of concrete implementable activities, accompanied by an Action Plan and a logical framework to inform program development, planning, implementation, and monitoring and evaluation. A separate document entitled Fund Raising Strategy has also been developed, but it is not totally in congruence with the Strategic Plan.

4.3 Programmes and Activities

4.3.1 Peace and Democracy Programme

The main goal of the Peace and Democracy Programme is to prevent and mediate conflicts and promote democratic systems of governance at the regional and national level by strengthening parliamentary peace-building and promoting democratic structures and processes.

The peace-related goals of PGA have remained constant since its inception as an organization concerned with disarmament and anti-nuclear weapons proliferation. Currently, PGA has adapted its goals to the realities of the post-Cold War era, although it still remains dedicated to conflict prevention and control, and disarmament, especially nuclear proliferation. The Peace and Democracy Programme builds on PGA strengths and its proven record in parliamentary diplomacy, which can be applied in targeted areas to support processes that reduce tensions and advance democratic elections and institutions.

The major activities undertaken thus far under the Peace and Democracy Programme are shown in Table (4) below:

Table 4: Peace and Democracy Programme Activities for 2002-2006

No.	Date	Activity
1	January 2000	PGA participated in MPI's Carter Center Consultation in preparation for the Nuclear Non-Proliferation Treaty review Conference (Atlanta, Georgia)
2	March 2000	Parliamentary Track Diplomacy: Peace Building in Central Africa (Lusaka, Zambia)
3	February 2001	Parliamentary Preventive Action Mission (Abidjan, Cote d'Ivoire)
4	March 2001	Election observer mission (Abidjan, Cote d'Ivoire)
5	June 2001	PGA Assessment Mission (Dodoma, Tanzania)
6	November 2001	Greek and Turkish Mission Dialogue on environment and common interest issues (Stockholm, Sweden)
7	January 2002	Brahimi Series: Regional Seminar on Strengthening United Nations Peace Organizations – International Parliamentary Input (Accra, Ghana)
8	January 2002	Roundtable Discussions with Armenian and Azeri Legislators (Stockholm, Sweden)
9	January 2002	Greek and Turkish Parliamentary Session on Environment and Common Interest Issues (Stockholm, Sweden)
10	February 2002	Sub-Regional Parliamentary Seminar on Integration, Immigration and Naturalization in West Africa (Abidjan, Cote d'Ivoire)
11	February 2002	Brahimi Series: Regional Seminar on Strengthening United Nations Peace Operations – International Parliamentary Input (Cairo, Egypt)

12	March 2002	Brahimi Series: Regional Seminar on Strengthening United Nations Peace Operations – International Parliamentary Input (New Delhi, India)
13	May 2002	Informal Briefing of Members of the United Nations Security Council, Group of 77, and Senior United Nations officials on Strengthening United Nations Peace Operations- International Parliamentary Input (United Nations, New York)
14	August 2002	Regional site visits in Armenia and Azerbaijan (Yerevan, Armenia and Baku, Azerbaijan)
15	August 2002	Azeri and Armenian series of roundtables at the PGA Parliamentary Workshop on Clean Air/Clean Water, held during the World Summit on Sustainable Development (Johannesburg, South Africa)
16	September 2002	Sub-Regional Parliamentary Seminar on Capacity-Building of Parliamentary Committee on Security Issues (Dar es Salaam, Tanzania)
17	October 2002	Bilateral dialogue with Armenian and Azeri delegations (Vienna, Austria)
18	November 2002	Special Session on the Responsibility to Protect: The Role of Parliamentarians, held in parallel to the 24th Annual Forum (Ottawa, Canada)
19	November 2002	Cote d'Ivoire Consultation Mission (Ottawa, Canada)
20	November 2002	Zimbabwe Consultation Mission (Ottawa, Canada)
21	November 2002	Sierra Leone Consultation Mission (Ottawa, Canada)
22	February 2003	Consultative Mission to Sierra Leone (Freetown, Sierra Leone)
23	May 2003	Consultative Mission to Zimbabwe (Harare, Zimbabwe)
24	May 2003	Consultative Mission to Côte d'Ivoire (Abidjan, Côte d'Ivoire)
25	June 2003	Memorandum of Understanding between the Economic Community of West African States (ECOWAS) and PGA (Abuja, Nigeria)
26	September 2003	Greek-Turkish Consultation (New York, NY)
27	September 2003	Peer-to-Peer Dialogue among African and United States Legislators: Role of Parliamentarians in Peacemaking and Peacebuilding: the cases of Côte d'Ivoire, Liberia and Zimbabwe and ECOWAS (Washington, D.C.)
28	September 2003	Briefing to PGA's International Council and Mediation Sessions with Côte d'Ivoire, Zimbabwe, and Venezuela delegations (Washington, D.C)
29	November 2003	Follow-up Assessment Mission to Parliament of Zimbabwe (Harare, Zimbabwe)
30	February 2004	Parliamentary Seminar on Human Trafficking in West Africa in cooperation with ECOWAS (Abuja, Nigeria)
31	June 2004	Seminar on Parliamentary Ethics and Accountability (Washington, DC)
32	June 2004	Peace & Democracy Program Strategy Meeting on Conflict

		Management and Peace-building in Africa (New York, NY)
33	September 2004	Parliamentary Dialogue between Zimbabwe and United Kingdom Parliamentarians: Multi-party Delegations (London, United Kingdom)
32	October 2004	Regional Seminar on Security Sector Reform (Kampala, Uganda)
33	December 2004	Consultations and Adoption of Resolution on Cote d'Ivoire (Wellington, New Zealand ⁶)
34	February 2005	Strategy Session on Addressing the Illicit Proliferation of Small Arms and Light Weapons (New York)
35	September 2005	PGA Delegation to the Helsinki Conference and Participation in Preparatory Discussion on the Role of Parliamentarians in Global Governance and International Organizations (Helsinki, Finland)
36	January 2006	PGA delegation to the Preparatory Committee on Small Arms and Light Weapons (United Nations, New York)
37	February 2006	The Role of Parliament and Parliamentarians in Addressing Small Arms, Conflict Prevention, and Transitional Democracy and Justice in Africa (Dakar, Senegal)
38	June 2006	Parliamentary Seminar on Addressing the Proliferation and Misuse of Small Arms/Light Weapons in the Western CIS, Caucuses and Eastern Balkans (Tbilisi, Georgia)
39	June 2006	The New Peace-Building Commission of the UN and the Role of Parliamentarians (UN Headquarters, New York)
40	July 2006	PGA delegation to the 2006 Review Conference to Assess the Implementation of the Programme of Action (United Nations, New York)

These activities could be classified under the following headings:

1. Rapid Deployment Missions/Early Warning Networking
2. Consultation Missions
3. Follow-up Assessment Missions
4. Parliamentary Dialogue between Legislators
5. Sub-Regional Parliamentary Seminars on Conflict Issues
6. Briefing forums for PGA International Council Members
7. Informal Briefing of Members of the United Nations Security Council;
8. Peer-to-Peer Dialogue among African and United States Legislators; and
9. Peace and Democracy Program Strategy Meetings.

Despite the significance of these activities, the balance between activities devoted to democracy, or the interface between democracy and conflict management, particularly the

⁶ These consultations took place in parallel to the 26th Annual Forum of PGA, which hosted the *Consultative Assembly of Parliamentarians for the International Criminal Court (ICC) and the Rule of Law* (Wellington, Parliament of New Zealand). This event received partial support from the Dutch MFA ICC Task Force.

role of democratic governance in conflict management does not appear to have been given adequate attention.

A major concern as regards the Peace and Democracy Programme is that it did not effectively meet donor reporting requirements -- particularly in the area of measuring results/outcomes and the sustainability of outcomes for the long-term (e.g. contributing to skills development in conflict or post-conflict situations). In the circumstances, it is difficult to assess from the various narrative reports posted by PGA officers what are the tangible short, medium or long-term outcomes of the activities. It is the sense of the Evaluation Team that some of these activities have had very significant positive consequences but that, PGA has not presented this information in the most effective manner.

Equally of concern is the lack of follow-up procedures put in place to monitor peace and democracy in areas where some anecdotal success has been noticed. Consequently, questions about the value-added of the exercise remain, prompting further questions on some detailed explanations of why the Netherlands has withdrawn its support to this seemingly interesting programme so abruptly.

4.3.2 International Law and Human Rights Programme

The main goal of the International Law and Human Rights Programme is to ensure respect for the rule of law and human rights by promoting ratification of and compliance with all relevant international treaties through engaging key parliamentarians in strengthening international legal processes in certain priority areas, including the universal ratification and implementation within domestic legal orders of the provisions of the Rome Statute of the International Criminal Court (ICC).

The rule of law and human rights are both values imbedded in PGA's mission. Considerable human and financial resources are deployed worldwide to advance these values and numerous NGOs mobilize energies towards these ends. PGA acknowledges that it cannot compete with the International Law Commission or the Commission on Human Rights, at the intergovernmental level, nor with the International Law Association or Human Rights Watch at the NGO level. Nevertheless, PGA has been able to establish an important niche in promoting ratification of the Rome Statute and has found that it can assist parliamentarians in understanding the importance of contributing to the drafting and ratification of international treaties in selected areas such as combating impunity or small arms.

A PGA programme advisor has suggested two new areas for the International Law and Human Rights Programme.⁷ The "War on Terrorism" has setback advances in notions of rule of law and democratic governance. As a result, governments feel emboldened to engage in human rights violations (torture, kidnapping by government to send people out illegally to other countries to be tortured). There is intensive cooperation on such matters between intelligence agencies, prosecutors, and law enforcement. At the same time, there is an

⁷ PGA programme advisor is Professor Cherif Bassiouni

expanding role of the Security Council in this regard through its Sanctions Committee which may also be encroaching on individual rights and the role of parliaments. Essentially, the Security Council is engaged in judicial action without judicial due process. PGA could organize one or more seminars at the UN to review this issue.

Another area of concern involves freedom of information and the new restrictions being placed on information that has nothing to do with security but which can affect a society's health and well being. With such information restrictions, it is much harder to hold governments accountable when they fail to take appropriate action in the face of impending natural disasters, armed conflict or infectious diseases. The examples of Rwanda, Liberia, Darfur, HIV/AIDS, and avian influenza underscore the challenges. Parliamentarians have a critical role in ensuring that governments are responsive and accountable.

According to PGA, the International Law and Human Rights Programme will therefore selectively engage parliamentarians in advancing international law in those areas where it can make a difference and which are most pressing for the cause of human rights and international justice. The Strategic Plan emphasizes the continuation to its logical conclusion of PGA's work to promote the ICC.

The major activities undertaken thus far under the International Law and Human Rights Programme are shown in table 5 below:

Table 5: International Law and Human Rights Programme Activities 2000 - 2006

No.	Date	Activity
1	June, 2000	East African Conference on ICC Ratification (Arusha, Tanzania)
2	October 2000	PGA Conference on ICC Ratification in Argentina and Neighboring Countries (Buenos Aires, Argentina)
3	February 2001	Conference in ICC Ratification in Lusophone Countries (Lisbon, Portugal)
4	May 2001	Conference on ICC Ratification and Implementation in the Southern African Development Community (SADC) Region (Windhoek, Namibia)
5	September 2001	Special Project in Collaboration with the Lawyers Committee for Human Rights: Consultations and Briefings with Members of the National Attorneys General Association (NAAG) (New York/Washington, D.C., United States)
6	October – November 2001	Briefings on the ICC for Members of Parliaments participating in the UN General Assembly (New York, United States)
7	November 2001	Participation at the Global Policy Without Democracy: Forum organized at the Bundestag by the German Foundation for International Development, UNDP and the German Government (Berlin, Germany)
8	December 2001	Briefing on ICC Ratification for Members of the Senate of Mexico (Mexico City, Mexico)
9	January 2002	Briefings on ICC Ratification and Implementation from

		Members of Parliament of the PGA Network, Convened at PGA's "Annual Parliamentary Forum," as well as a special session on the rule of law and counter-terrorism (Stockholm, Sweden)
10	January 2002	National ICC Workshop, Chaired by the Deputy Minister of Justice, Launching South Africa's ICC Implementing Legislation (Pretoria, South Africa)
11	March 2002	Meetings and Consultations on ICC Ratification in South Asia States (New Delhi, India)
12	March 2002	Study session on the ICC by Japan's PGA National Group and Government Officials (Tokyo, Japan)
13	May 2002	Conference on ICC Ratification and Implementation in Francophone States (Port Louis, Mauritius)
14	June 2002	"In Preparation of an International Criminal Court": Ibero-American States and the ICC (Madrid, Spain)
15	November 2002	PGA 24th Annual Forum: Consultative Parliamentary Assembly for the ICC (Ottawa, Canada)
16	January 2003	Briefing on the Implementing Legislation to Incorporate the Rome Statute into Nigerian Law (Abuja, Nigeria)
17	February 2003	Regional Parliamentary Conference for the Commonwealth of Independent States (CIS): The International Criminal Court and the Promotion of the Rule of Law (Moscow, Russian Federation)
18	February 2003	PGA Representation on the Panel on ICC and the Rule of Law at the Annual Forum of the Inter-Parliamentary Forum of the Americas (FIPA) (Asamblea Legislativa de Panamá, Panama City)
19	April 2003	Strategy Meeting on the International Criminal Court: Protecting the Integrity of the Rome Statute (United Nations, New York)
20	September 2003	A Consultative Assembly of Parliamentarians for the ICC and the Rule of Law – IIInd Session (United Nations, New York)
21	March 2004	Seminar on the Implementation of the Rome Statute in the Italian Legal Order (Rome, Italy)
22	March 2004	Ibero-American and Lusophone Conference on the International Criminal Court (Brasilia, Brazil)
23	May 2004	The Role of Legislators and the Legislative Process in Strengthening the Rule of Law in Conflict Situations (New York, New York)
24	June 2004	PGA Delegation at the "National Roundtable on the Ratification and Implementation of the ICC Statute in Bahrain" (Manama, Bahrain)
25	August 2004	PGA Delegation in the Conference "The ICC and Gender Justice: Obstacles to the Ratification and Implementation Process in the Region" (Santiago, Chile)
26	September 2004	PGA Delegation at the Assembly of States Parties of the ICC (The Hague, The Netherlands)

27	September 2004	Delegation of Mexican Legislators Visiting the International Criminal Court in The Hague (The Hague, The Netherlands)
28	December 2004	PGA's 26th Annual Forum: A Consultative Assembly of Parliamentarians for the ICC and the Rule of Law – III Session (Wellington, New Zealand)
29	February 2005	Strategy Meetings on the International Criminal Court: The Rule of Law and the Protection of Civilians: The Role of Legislators-Parliamentary Seminar for Arab States (Egypt, Cairo)
30	March 2005	PGA Seminar on The International Criminal Court and Gender Justice (Senate of Argentina, Buenos Aires)
31	April 2005	PGA Meeting on The International Criminal Court: Most Recent Developments and the Role of Legislators (Parliament of Sweden, Stockholm)
32	April 2005	PGA Round Table Discussion with Commissioner Dr. Benita Ferrero Waldner on The International Criminal Court and Transatlantic Relations (Strasbourg, France)
33	May 2005	PGA Session on the ICC on the occasion of The VI General Assembly of the Parliamentary Confederation of the Americas (COPA), special focus on Rome Statute (Foz do Iguaca, Brazil)
34	May 2005	PGA Meeting on the ICC and Rule of Law (Berlin, Germany)
35	September 2005	Panel Discussion on "Deliberating Justice and Accountability: International Tribunals and the ICC" (Chicago, USA)
36	October/November 2005	Briefings and Consultations on the ICC to the Parliament of Malaysia (Kuala Lumpur, Malaysia)
37	November 2005	Visit of Legislator of PGA Japan to the ICC and other institutions in The Hague (The Netherlands)
38	November 2005	Visit of Russian Legislators to the ICC and other institutions in The Hague, including the Parliament of The Netherlands (The Netherlands)
39	November 2005	Assembly of State Parties of the ICC-PGA Panel Discussion on the Challenges for the ICC and the Role of Parliamentarians (The Netherlands)
40	February 2006	Regional Parliamentary Seminar on Conflict Prevention and Transitional Democracy and Justice in Africa (Dakar, Senegal)
41	March 2006	Regional Conference on the Implementation and Ratification of the ICC Statute (Mexico City, Mexico)
42	April 2006	PGA dialogue on the ICC with legislators from Azerbaijan, Russia, Ukraine and other CIS countries (Strasbourg, France)
43	May 2006	Delegation of Legislators from Turkey to the ICC and other institutions to The Hague (The Netherlands)
44	May 2006	Parliamentarian Round Table Discussion on the ICC in

		Lebanon, Bahrain, Jordan, Morocco and participation of legislators o the Conference on the Accession of Lebanon to the Rome Statute to the ICC (Beirut, Lebanon)
45	May 2006	Briefings for CIS Parliamentarians and Delegates (Salzburg, Austria)
46	June 2006	Meetings on the ICC with concerned Members of the Russian Parliament and Briefing with the EU (Moscow, Russia)
47	June 2006	Strategy Meeting on the Working Groups of the Consultative Assembly of Parliamentarians for the ICC and the Rule of Law (United Nations, New York)
48	August 2006	Asian Parliamentarians Consultation on the Universality of the ICC (Manila, The Philippines)

This is a highly successful programme in terms of achievements measured by the number of countries which ratified the Rome Statute of the International Criminal Court. The programme is focused and shows parliamentary diplomacy at its best. This is, of course, despite the fact that PGA reporting of programme outcomes is anecdotal and requires some improvements to comply with donor requirements in this respect. These aspects will be dealt with in the next Section of the Report.

4.3.3 Sustainable Development and Population Programme

The main goal of the Sustainable Development and Population Programme is to educate, mobilize and support parliamentarians to undertake legislative actions needed to implement the outcome documents of ICPD, UNCED, MDGs, and Beijing Platform of Action promoting actions in the areas of reproductive health, population issues, energy, and the environment.

Regional and national parliamentary initiatives have the potential to protect human rights in population programmes, protect the health of populations, and promote sustainable development. Building collaboration among parliamentarians on population and sustainable development initiatives could complement and enhance PGA peace-building initiatives, and the strategic planning committee agreed that PGA should be alert for such opportunities. Working together on matters of joint concern builds relationships of trust across borders; these relationships can serve as an important basis for parliamentary peace-building.⁸

PGA received support to stimulate parliamentary initiatives to stem the expansion of the HIV/AIDS epidemic in South Asia -- a region of the world that was relatively neglected by other HIV/AIDS initiatives and in which there was an important need to mobilize parliamentarians. Although HIV/AIDS programme is currently operational in Pakistan, it is

⁸ Past examples of the potential of such complementary strategies from Greek-Turkish and Armenian-Azeri dialogues are known, and a possible future initiative would be joint work with Israeli, Jordanian and other parliamentarians on water pollution. Also following on the significant successes of PGA during and after International Conference on Population and Development (ICPD) in the mid- to late-1990s, this programme suffered a lull in activity, until last year.

of a regional nature and has involved parliamentarians from other South Asian countries to participate in its deliberations, thus giving it a regional focus. Considering that PGA's potential contribution to rights-based HIV/AIDS legal initiatives in this region is significant, the Strategic Plan builds on the successes of the past year to continue this area of programming.

The major activities undertaken thus far under the Sustainable Development and Population Programme are shown in the incomplete table 6 below:

Table 6: Sustainable Development and Population Programme Activities (2000-2006)

No.	Date	Activity
1	June 2000	Parliamentary Forum on Globalization: Ensuring the Benefits Reach the Poor, Geneva, (Switzerland)
2	December 2000	PGA 22nd Forum: Debt-for Development: Debt Relief Targeted to Poverty Eradication (Rome, Italy).
3	May 2000	Third Annual PGA Conference on Implementing the International Conference on Population and Development (ICPD) (Accra, Ghana)
4	November 2000	Workshop of West African Model Legislation on Sexual and Reproductive Health (Mali, Bamako)
5	1998- October 2004	The Junior Project Officers (JOP) Model Ghana, Senegal, Mali and Nigeria.
6	June 2001	PGA Congressional Briefing on Food Security hosted by Rep. Dennis Kucinich (Washington DC)
7	November 2001	PGA/Pathfinder International collaborative delegation/study tour of Nigerian Parliamentarians and population NGOs to N Ghana (Accra, Ghana)
8	November 2001	PGA Needs Assessment Mission (Mali, Bamako)
9	February 2002	JPO Progress: Nigeria Law Against Genital Mutilation (FGM), Abuja, (Nigeria)
10	April 2002	PGA Participation in UNFPA Steering Committee planning meeting for the International Parliamentarians Conference on the Implementation of the ICPD Programme of Action (Ottawa, Canada)
11	May 2002	PGA delegation consultation with members of the US House and Senate, on the US release of funds to UNFPA, sponsored by UNFPA and Population Action International (Washington, DC)
12	August 2002	PGA Parliamentary Workshop on Clean Air/Clean Water, a parallel event to the World Summit in Sustainable Development (Johannesburg, South Africa)
13	November 2002	Mali Poverty Reduction Strategy Paper (Bamako, Mali)
14	November 2002	Population and Reproductive Health: PGA Participation in IPCI/ICPD (Ottawa, Canada)
15	January 2003	JPO Progress in Nigeria: The Constituency Outreach project on the Environment on Oyo State (Oyo, Nigeria)
16	January 2003	JPO Progress in Nigeria: Reproductive Health Fair-

		Collaboration between PGA and Pathfinder Nigeria (Abuja, Nigeria)
17	May 2003	JPO Progress in Mali: Meeting with the National Assembly of Mali on HIV/AIDS (Bamako, Mali)
18	June 2003	JPO Progress in Mali: Parliamentary Meeting on HIV/AIDS in collaboration with the Policy Project (Bamako, Mali)
19	October 2003	PGA Delegation to ICPD Steering Committee Meeting (Brussels, Belgium)
20	December 2003	Parliamentary Seminar on Budgeting (Bamako, Mali)
21	February 2004	PGA/ECOWAS Parliamentary Seminar on Human Trafficking in West Africa (Abuja, Nigeria)
22	February 2004	Briefing for Legislators from Pakistan (Islamabad, Pakistan)
23	October 2004	PGA Participation in the International Parliamentary Conference on ICPD (Strasbourg, France)
24	2004	Preparation for the Sub-regional Parliamentary Workshop on HIV/AIDS in South Asia (Islamabad, Pakistan)
25	January 2005	Sub-regional Parliamentary Workshop on HIV/AIDS in South Asia (Islamabad, Pakistan)
26	September 2005	Parliamentary Briefings on Millennium Development Goals and Freedom from Want (New York)
27	October 2005	Steering Committee Meeting of the International Parliamentarians Conference on the Implementation of the International Conference on Population and Development (Tokyo, Japan)
28	November 2005	PGA's 27th Annual Forum: Migration, Immigration and Integration (Dublin, Ireland)
29	January 2006	Provincial Seminars in Pakistan on HIV/AIDS Policy (Sindh, Pakistan)
30	January 2006	Second Sub-Regional Conference on HIV/AIDS in South Asia (Dhaka, Bangladesh)
31	May 2006	Briefing for Parliamentarians on HIV/AIDS, Reproductive Health and UNGASS (New York)
32	June 2006	HIV/AIDS in Eurasia and the Role of the G8 (Moscow, Russia)
33	August 2006	PGA delegation to the XVI International AIDS Conference (Toronto, Canada)

Although through its work, this programme has conducted workshops on the International Conference on Population and Development, Human Trafficking in West Africa, Sexual and Reproductive Rights and Clean Air, etc these efforts probably are too limited to have left a sustained impact. This could also be explained by the fact that the programme is dominated by its sub-regional work on HIV/AIDS in South Asia, which, in effect, has drawn PGA attention away from some other important global population and sustainable development issues. For example, 2005 was declared by the UN as the year of International Migration and Development, but PGA was not able to respond to this.

The junior professional officer (JPO) program administered by Parliamentarians for Global Action (PGA) involved the long-term placement of young Swedish professionals with partner parliaments, providing them with overseas development experience and supporting the

broader Sida goal of the “internationalization of Swedish society.” Under the program, JPOs were hired by PGA and placed with host-country parliaments, as part of PGA’s sustainable development and population program. The JPOs provided support on population issues and have usually been attached to a caucus on population issues, rather than a particular parliamentary committee. JPOs have worked on a range of activities, including: 1) engaging parliamentarians with relevant NGOs; 2) mobilizing MPs to participate in conferences and public outreach activities involving population and reproductive health; 3) supporting legislative initiatives, or reviews of proposed legislation, dealing with population or reproductive health; 4) facilitating MP networking regionally and internationally on these issues; and 5) assisting in resource mobilization for further activities. The JPO program appeared to be able to claim a number of concrete achievements, including building parliamentary awareness and engagement on population issues, increasing communications between civil society and parliamentarians on population issues and having supported the review and adoption of a number of relevant laws. However, the program was relatively costly and experienced several issues in implementation:

1. *The JPO program has generally been successful in raising the level of parliamentary attention and engagement on population, reproductive health and sustainable development issues.* Program documentation prohibited JPOs from undertaking any personal political work for any Member of Parliament and stated that the JPO program is not intended to influence legislation. Nonetheless, given the general lack of depth in parliamentary staff, provision of a JPO with policy expertise in a particular issue had a significant effect in a couple of the host parliaments in increasing the level of interest and engagement in the issues covered by the JPO program.
2. *Program impact has been stronger with respect to population and sustainable development issues than with respect to parliamentary strengthening.* Program results and impacts were often framed primarily in terms of advancement of the International Conference on Population and Development (ICPD) plan of action or their impact on specific population and development issues, rather than their impact on parliamentary strengthening. JPOs were generally been selected for their background in population and development issues and their international experience, and lacked significant practical experience with respect to parliamentary operations and legislative development.
3. *Although there have been clear impacts with respect to parliamentary engagement and action on population issues, sustainable impact on parliamentary development appears more limited.* Although the programs have assisted in building awareness on issues and in affecting lasting legal change on issues addressed by population caucuses in the host parliament, there is less evidence to suggest that they resulted in sustainable institutional development for the host parliaments. Often, JPOs appear to have acted as temporary staff for the parliament, rather than to assist in training staff.
4. *The relatively poor logistical and administrative support for JPOs provided by the host parliaments limited the effectiveness of the program.* In order to ensure investment in the program by the host parliament, the host parliament had primary responsibility for providing logistical support to the JPOs. Although the desire to have ownership in the program by the host parliament is commendable, given the limited staff and resources available to many developing parliaments, this approach appears not to have worked well in practice. JPOs had to spend significant amounts of time on administrative or logistical issues and this has had a negative impact on the program. PGA could perhaps have considered partnering with Swedish or international

organizations that have a strong field presence in the host country and that might be able to provide the JPO with a basic level of logistical and administrative support without adding significantly to program costs.

5. *Although JPOs reported that their experience was a positive learning experience, there was a lack of mentoring or resources to draw on.* Despite the existence of the PGA network, JPOs expressed a desire for additional support. Given the limited parliamentary experience of JPOs, it might have been beneficial for outgoing JPOs to spend a limited amount of time with the Swedish Parliament before their placement in the field. This could have increased their practical understanding of parliamentary operations, but also established personal contacts between the new JPO and interested Swedish MPs and staff, who could be drawn on as resources during the JPOs placement.⁹

4.4 Work Methods

PGA has no written methodology as such. However, it has several values and principles which guide its work. Some of these values and principles are written, others are customary or anecdotal, while others are program specific. For example, what PGA refers to as its ICC methodology has the following seven characteristics - also called strategies according to PGA designation. These seven strategies are designed to advance its vision and maximize the strength of its network, and include:

1. **Issues Campaign by Legislators:** PGA mobilizes political will and legislative backing on select vital issues, often in close co-operation with other organizations, to promote the ICC Statute in the member's parliaments and with their fellow colleagues in other legislatures.
2. **Peer-to-Peer Networking:** PGA increases the capacity of parliamentarians through a peer-to-peer interaction process, which is used to resolve conflicts and to develop innovative solutions to developmental issues across boundaries. This strategy is used on a variety of levels: from multi-party collaboration at the national level, to forming an international delegation to respond to a crisis situation;
3. **Indigenous Ownership of Issues:** With membership from 114 parliaments, each activity PGA undertakes is initiated by or planned in close consultation with PGA members from the particular country or region.
4. **Facilitating Multi-Party Dialogue:** PGA brings together MPs from the North and the South, government and opposition, and different sides of the political spectrum to work together on issues of global dimensions. Examples include finding solutions for political deadlock; providing a framework for negotiation; bringing national level government and opposition members together on social development issues, such as population, in PGA seminars; fostering indigenous mechanisms to maintain peace and reconciliation.

⁹ Also see Sida Evaluation 05/27, Approaches to Parliamentary Strengthening by K. Scott Hubli Martin Schmidt, Department for Democracy and Social Development A Review of Sida's Support to Parliaments, whose fuller assessment of JPO we agree with and therefore quoted intensively here.

5. **Information Channel:** PGA serves as an information conduit for its members. This is important because obtaining accurate information on international policy developments is difficult in many of these countries. In addition, many PGA members lack the staff to pursue and monitor critical international developments, including international law matters. The renewed PGA website focusing on the ICC process may serve as an effective and up-to-date information channel of PGA functions, especially via the easily readable "Parliamentary KIT on the ICC" available and regularly updated in English, French, Spanish, Russian and Arabic. Additionally, a rubric entitled "International Justice Updates" is available in the website to report on media-coverage (in English) around the world on the ICC, other international mechanisms and the fight against impunity at national levels.
6. **Flexible Approach:** PGA maintains a flexible approach; tailoring specific activities on a case by case basis to the constantly changing circumstances. This is particularly true during negotiations of a global agreement or during conflict resolution exercises in regions such as the African Great Lakes, or particularly volatile political situations in Asia.
7. **Promoting Women's Participation:** PGA emphasizes gender equality and equity, seeking the full and equal participation of women and women's organizations in parliamentary peacemaking and promotion of the rule of law. Gender justice is a key component of the PGA ICC Campaign, which also benefits from the leadership of prominent women legislators, especially in Latin America and Asia.

PGA offers the following reasons as to why it has adopted this methodology in terms of its nature as a world-wide network of parliamentarians from across the political spectrum committed to working for a more peaceful world and the promotion of human rights. It is primarily through its network that PGA is able to mobilize its members for the implementation of human rights norms, internationally and domestically. There are numerous reasons why such a methodology is appropriate - primarily because of the representative and legislative functions of the parliamentary role. This role is of additional value with regard to campaigns like the ICC one because:

- As elected officials, parliamentarians are individuals of significant status and influence, both nationally and internationally.
- As representatives of the legislative branch of their governments, members of parliament are able to interact on equal footing with members of the executive and judicial branches.
- By developing effectively functioning parliamentary committees, a level of accountability is ensured for all matters relating to state co-operation, including cooperation with the ICC and among states in fighting impunity.
- Through the development of a culture of parliamentary diplomacy, legislators become active on behalf of PGA and their constituents. This is of course the case of the PGA ICC Campaign.

Greater exposure to and increased attention by MPs to PGA work often can translate into wider political support by individual MPs for issues selected by PGA Members (like the ICC) at local, regional and international levels. Parliamentarians are typically connected to larger institutions/ networks of decision-makers in their countries and abroad, and are therefore often able to sustain the political leadership required for ratification of a treaty or connection.

Nevertheless, even at its best and most systematic, as in the case of its ICC work, the absence of an overarching programme management process methodology dealing with the major elements of programme or project cycle limits the organisation's efforts. Such a methodology should provide the guiding principles of all PGA programmes. It should include these important aspects of the programme management process: methods for project identification, development, finance procurement (or resource mobilization), planning, implementation, monitoring and evaluation and results dissemination methodology. There should be a follow up component in all programmes.

Perhaps because of the lack of this more systematic approach, there frequently appears to be a lack of synergy among PGA programmes. For example, the relevance of Peace and Democracy program to the International Law and Human Rights program or of the International Law and Human Rights to HIV/AIDS has not been articulated. This limits the possibility for collaborative and efficiently coordinated resource deployment, which, particularly during times of fiscal constraints due to reduced donor financial support may result in lost opportunity. The Review Team highlights these critical issues, hoping that they will assist PGA to develop a more effective professional methodology adaptable and applicable across programmes, which will sharpen synergies and result in better programmes coordination.

4.5 Gender Parity

In this commentary we will highlight significant issues with respect to the ToR provided by Sida: most notably, the degree of gender parity in membership participation in a sample of PGA activities. We would also note at the outset the fact that the first casualty of PGA's financial problem was its Empowerment of Women Programme.

First, PGA governance instruments stipulate that the gender ratio of its Executive Committee should maintain a 6/4 either gender ratio. PGA does satisfy the gender ratio as required by its Constitution. However, the 6/4 either gender ratio applies only to the Executive Committee and not to the Council or the membership. Currently, PGA has 340 female and 964 male members. In other words, 26 percent of the membership is women and 74 per cent are men, which can generously be put at 2:6.

At the request of the Review Team, PGA provided the team with the following table 7 on gender parity in selected activities.

Table 7: Gender Balance at a Sample of Major PGA Conferences

Conference	Number of MP Participants	Percentage Female
2006 – Second Sub-Regional Conference on HIV/AIDS in South Asia, Dhaka, Bangladesh	72	21%
2006 – Parliamentary Provincial Seminar on HIV/AIDS Policy, Sindh, Pakistan	74	34%
2005 - PGA's 27 th Annual Forum: Migration, Immigration & Integration, Dublin Ireland	111	23%
2005 – The Rule of Law & the Protection of Civilians: The	43	35%

Role of Legislators, Cairo, Egypt		
2005- Sub-Regional Parliamentary Seminar on HIV/AIDS in South Asia, Islamabad, Pakistan	58	26%
2004 – PGA’s 26th Annual Forum: III Session of the Consultative Assembly of Parliamentarians for the ICC & the Rule of Law, Wellington, New Zealand	111	19%
2004 – Regional Seminar on Security Sector Reform, Kampala, Uganda	61	21%
2003- PGA’s 25 th Anniversary Tribute, US Congress, Washington, DC	144	18%
2002 – Sub-Regional Seminar on Integration, Immigration & Naturalization, Abidjan, Cote d’Ivoire	17	30%

On the whole, the table shows that:

- Data based on PGA’s recent activities does lead to concern about implementation of gender parity. Gender disparity is found in several activities where female participation was low and represented not more 18 to 25 percent of participants. On the other hand, moderate gender participation is found when the participation of females is over 30 percent in several activities. Low and moderate are, of course, judged by PGA’s own standards which are perhaps pitched too high. For instance, this may especially be the case for the developing countries where gender conscious organizations often have found it difficult to live up to their ideals and core values.
- There is higher female participation in activities that are often identified as having apparent relevance to women such as HIV/AIDS and migration (i.e. women trafficking and other undersides of migration); and
- We applaud the high percentage of women participation in HIV/AIDS projects in Pakistan (34 percent), a Muslim country known for its high profile women activists; as well as Egypt (35 percent).

By and large, although female participation does not comply with the 4/6 gender ratio prescribed by PGA for the Executive Committee, it is nonetheless quite significant.

The PGA data on programs reflects an average female participation rate of 25.2% compared with a 15.8% average participation rate for women in Parliaments (2005-Upper and Lower House combined according to the Inter-Parliamentary Union (IPU) and the UN Division for the Advancement of Women, February 2005). Nevertheless, while certainly impressive, a 25.2 percent female participation rate is still some distance from the PGA indicated goal of a minimum 40% participation from either side of the gender divide if that is to be established not only for the Executive Committee..

4.6 Conclusions

PGA is aware of the changing global environment regarding the promotion of parliamentary democracy and the increasing role of legislative bodies in the three areas of its programmes. This awareness has lead PGA to go through a process of Strategic Plan (2006-2010) development in which it addressed the opportunities and constraints posed by 1) the new

context of development and donor policy; and 2) increasing competition from larger and better resourced competitors in the field. In this respect, PGA has recognized various of its weaknesses and strengths and has developed a strategy to improve its organization and management.

The Review Team is of the view that PGA's current Strategic Plan is a useful, if somewhat modest, attempt to articulate its Mission and Vision which is very relevant considering its unique identity as a non-governmental organization of individual, independent parliamentarians from both government and opposition political parties.

PGA objectives (referred to as its purposes) are scattered in several project documents but are not clearly identified in the Strategic Plan. This makes it difficult to gauge the relationship between activities and outcomes and how these contribute to the overall objectives PGA has set forth to achieve. Strategic plans are not only planning documents, they also serve as an essential governance instrument, often used to assess how much an organization has accomplished with respect to the targets set and result based-objectives. Similarly, the Strategic Plan is an important resource mobilization tool which makes it easy for donors to grasp the nature and coherence of current activities, their direction and synergies and where the donor objectives and priorities and those of PGA meet.

PGA has no written work method (or methodology), although it has a number of principles (referred to as strategies) that inform its project implementation methods. These are programme specific methodologies (or rather principles) which should duly be developed into PGA-wide methodology in order to infuse institutionalisation, predictability and coherence in programme development, implementation and monitoring and evaluation and results dissemination methodology. There should be a follow up component in all programmes.

The absence of synergy and coordination of efforts is a weakness which PGA should address so that an integrated program-wide implementation strategy could be developed and cross-programme activities could be implemented.

The absence of systematic results or success indicators and programme follow-up is in part explained by the absence of an overall PGA methodology and the organization's limited use of commonly available development aid management instruments. The development of such systems is essential for PGA professionalization and future development in respect to meeting donor requirements.

5. FINANCIAL MANAGEMENT, REPORTING TO DONORS AND HARMONIZATION

The methodology used in reviewing PGA financial management is informed by ToR's explicit requirement that the review team be summative as well as forward looking in respect to the Agreement between Sida and PGA on core support.

The financial review, therefore, commences first with a brief description of the PGA financial management system, instruments, procedures and governance structures. Second, in

particular, the team assessed whether PGA has been able to respond to the terms of agreement on core support. However, this is an institutional review and not an audit; and therefore it will only comment on general issues of financial management, accounts and auditing.

5.1 PGA Financial Management System

For this section of the report we have relied on several audit reports which provide background material and which have been verified through interviews conducted with the PGA Finance and Administration Director and Auditor. Further verification of financial management was undertaken through the team's review of more recent Financial Reports and Annual Reports (2000 – 2005).

The PGA budget is organized into two major areas:

1. Support and Revenues (consisting of grants and contributions from donors and revenue from cash and cash equivalent investments); and
2. Expenses divided into:
 - Programme services (for A. Peace and Democracy; B. International Law and Human Rights; and C. Sustainable Development and Population); and
 - Supporting services (administration and general fund raising efforts)

Due to the fact that PGA is a relatively small organization, financial reporting is not Department based and all employees are lumped together under one budget entry (Administration and Fund Raising). However, as stated above, each of the three programmes has a separate budget entry and account. Although it makes no distinction between Specific Project Expenses and Basic Project Expenses (due to its high dependence on core, rather than programme funding), the Annual Financial Statement reflects the presence of a “project accounting model” for the allocation of direct and indirect project expenses. The basic expenses (staff costs and other general costs) are not related to any specific project, but they apply to a group of projects or to projects in general, under the category Supporting Services.

PGA finances are administered by the Director of Finance and Administration (currently Mr. Michael Agbeko) under the overall supervision of the Secretary General. The financial governance structure is well in place consisting of a Treasurer and Finance Committee and a professional auditor. Internally, PGA has no written finance administration procedures for petty cash disbursement and other routine procedures. It, however, has a petty cash cheque requisition procedure and petty cash disbursement forms. The petty cash ceiling is US\$ 300 and the disbursement practices are professionally done. The bookkeeping is centralised and transactions are registered in the accounting system and reconciled against the bank statements.

PGA has no written financial administrative procedures (financial management and accounting policies) or policies for authorisation of expenditures, approval of travel orders and for per diem. Neither does it have written rules on several routine financial practices including purchases, withdrawal from investments, invoicing, cash advances, petty cash, expense claims, project time registration, and general ledger management. PGA uses a single Bank (Chase Manhattan) with two separate bank accounts for the annual budget and the Investment Fund.

The Review Team asked specifically about Sida core and programme support, and whether the cumulative accounts are verifiable per project as well as by individual receipts and transactions. The Review Team testifies that this has been the case.

5.2 Donor Diversity

PGA Donor-base is narrow and has, in fact, not changed with any considerable measure during the last ten years, which does make it susceptible to changing donor priorities, shifts in funding priorities or sudden shocks as a result of withdrawal or decrease in support by a major donor (eg. the sharp decline of the Netherlands financial support).

PGA donor diversity, and founding composition is shown in table 8 below, and this illustrates the following:

- Sida, the European Union, The Netherlands and Danida are PGA's largest and most regular donors. UNFPA donations are also regular, but small; similar for example, to SDC and Stewart Mott Foundation. This is especially so considering the centrality of the Sustainable Development and Population Programme for its mandated activities and the role of legislatures in this vital area;
- There are a number of either one-time donors donation (The Ford Foundation, American University and Francophonie) or newcomers (Irish Ministry of Foreign Affairs and the Irish Parliament). This phenomenon no doubt reflects donor priorities rather than whether PGA had failed to meet their donation requirements;
- It is perplexing that the donations of major donors, such as CIDA and DFID are so small relative to their total international contributions to addressing the very issues where PGA is quite active;
- The financial support of the new donors (the Irish Ministry of Foreign Affairs and the Irish Parliament) has not been sufficient to compensate for the significant drop in funding by Sida and the Netherlands. We deal with this issue in the next section on "The decline of PGA Financial Support"; and
- In respect to Sida funding, it should be noted that it has contributed significant percents of PGA funding during 2002, 2003 and 2005 at about 43, 25 and 34 percent respectively.

Two major observations could be made: 1) PGA has depended on a few large reliable donors for a long time without exerting any serious effort to diversify its donors or seek new sources of funding. 2) PGA has been operating on a hand-to-mouth basis which has made it very susceptible to financial shocks and changes in donor policy.

Table 8: Donor Diversity (in USD and Percentage)

Donor	2002	%	2003	%	2004	%	2005	%
European Commission			474,168	30	498,319	28	175,434	22
Dutch MoF	192,038	16	317,060	20	269,324	15	57,661	7
Canada CIDA	17,722	1	-	-	-	-	66,782	8

Sida	531,540	43	401,975	25	595,318	34	64,791	8
Danida	131,492	11	149,788	9	162,171	9	172,917	21
SDC	12,838	1	5,428	0	29,552	2	44,950	6
Irish MoF						-	97,502	12
Irish Parliament						-	24,017	3
New Zealand MoF					100,025	6		-
DFID	34,372	3		-	25,000	1		-
DFAIT	128,265	10	26,732	2		-		-
UNFPA	0,325	2	27,000	2	25,000	1	60,000	7
WHO					15,020	1	7,500	1
UNDP					40,000	2	25,000	3
Hewlett Foundation	50,000	4	100,000	6		-		-
Stewart Mott Foundation	10,000	1	7,500	0	7500	0	7500	1
Ford Foundation			75,000	5				
Raymond Bloch Foundation			4,000	0			5000	0
American University	92,471	7		-		-		-
Francophonie	5,000	0		-		-		-
TOTAL	1,236,063	100	1,588,651	100	1,767,229	100	809,054	100

5.3 Decline of PGA Financial Support

In 2005, PGA experienced its most difficult financial year in 10 years as each programme suffered major cuts in funding. This reduced its programmes funding from US\$ 1,767,229 in 2004 to US\$ 809,054 in 2005, resulting in a budget decline of 46 percent of its previous year budget. As a result of this dramatic (almost tragic) decline in financial resources, PGA had to downsize its staff from 11 to 7, reduce salaries, and cancel or delay several of the activities originally planned for 2005. In order to maintain its daily operations, and to ensure the implementation of ongoing projects, PGA had to use funds from its reserves to cover costs incurred during the period of non-funding.

A critical loss occurred when the Dutch Ministry of Foreign Affairs, a major donor to the Peace and Democracy Programme, did not renew its multi-year funding for the programme's work in Africa in 2005. Dutch development and cooperation policy shifted focus to give priority to funding Dutch-based civil society only. PGA does not have a legal status in The Netherlands and, as a result, was not eligible to apply for core funding. The Ministry informed PGA of the final decision on June 2005. PGA was forced to lay-off the Senior Programme Officer for the Peace and Democracy and the Project Consultant, in addition to cancelling most of the 2005 planned activities in Africa.

However, PGA engaged in discussions with two donors, the Department for International Development (DFID) of the United Kingdom, and UNDP's Small Arms and Demobilization Unit in Geneva, regarding PGA's Pilot Project on Small Arms and Light Weapons, which focuses on Africa and the Commonwealth of Independent States. As a result, both donors are currently funding the pilot projects which commenced in January 2006.

A further complication occurred when the European Commission, the major multi-year donor to the International Law and Human Rights Programme, delayed by eight months its decision to renew the two-year grant due to an internal restructuring of its EuropeAid Cooperation Office. PGA expected to receive notification of the approval of the grant in March of 2005 but only received approval of the grant in November (with the actual contract having been signed in December 2005). This delay created an eight month funding gap for the programme. However, in June 2005, the programme received renewed support from the Dutch Ministry of Foreign Affairs and the Swiss Foreign Ministry, as well as support from a new donor, the Belgian Ministry of Foreign Affairs. Finally, the European Commission renewed and increased its support for a period of two years.

In 2004, the William and Hewlett Foundation did not renew the multi-year grant for the Sustainable Development and Population Programme, due to a change in the foundation's funding priorities. Since then, the programme has relied on project specific funding from multiple donors, and from the core grants, to cover project and staff costs. Also in 2005, the Canadian International Development Agency (CIDA) decided after two years of project planning and negotiations, that it would not fund the Canada-Nigeria Environmental Exchange Programme. As a result, PGA had to cancel this project.

In contrast, the successful outcome of the First Sub-Regional Seminar on HIV/AIDS in South Asia, which took place in Pakistan, enabled the programme to have renewed and increased support from current donors to the HIV/AIDS work -- including the Swiss Agency for Development Cooperation (SDC), UNFPA, the World Health Organization (WHO), and CIDA. It also gained support from new donors on this specific project such as UNDP and the Government of Norway. This renewed support funded the 2006 Second Sub-Regional Conference in Bangladesh and the Parliamentary Provincial Seminar on HIV/AIDS in Pakistan.

5.4 Reporting to Donors

From the outset, PGA should be commended for its timely and accurate financial reporting, its ability to produce timely annual reports and its financial transparency. The Review Team is of the opinion that, ironically, PGA's efficient and accurate financial management

(although without formal written instruments in place), including accounts and audit, may have lessened the donors' attention to reviewing and evaluating PGA's compliance with other aspects of donor reporting requirements. Because Reviews/Evaluations have important reflexive value and also are very useful for gauging new trends in development aid management and the PGA has not subjected to such reviews more frequently, its narrative reporting methods are out of step with many of these methods. For example we found that the use of the Logical Framework Approach has just begun to find itself to PGA project development and action planning documents.

The Review Team understands that compliance with many aspects of typical donor reporting in some of the relatively small grants PGA receives is time and effort consuming. The failure to use such approaches is, however, not understandable with respect to larger grants (Sida, Danida, EU, etc.).

5.5 Harmonisation Efforts

We introduce the current notions of donor harmonization and alignment policies for the benefit of PGA professional staff that needs to familiarize itself with these important elements of the new context of development aid and donor policies.

A Joint Action Plan (JAP) was signed by the Directors General of the donor agencies in Denmark, Finland, Ireland, the Netherlands, Norway, Sweden and the United Kingdom. It is based on a genuine commitment by the group to bring about the harmonization and alignment of donor practices. The harmonisation agenda itself is part of several of steps linked to and inspired by: The Millennium Development Goals; the Monterrey Consensus for Increased Aid Effectiveness (March 2002); the Rome Declaration on Harmonisation (February 2003); the DAC Good Practice Paper "Harmonising Donor Practices for Effective Aid Delivery" prepared by the OECD/DAC Task Force on Donor Practices, as well as this Harmonising in Practice (HIP).¹⁰

These harmonization and aid effectiveness efforts have culminated in the Paris Declaration of February 2005 which aims to enhance accountability to citizens and parliaments for development policies, strategies and performance. Other elements of the declaration involve eliminating duplication of efforts and rationalising donor activities to make them cost-effective; define measures and standards of performance and accountability in public financial management, procurement, fiduciary safeguards and environmental assessments, in line with broadly accepted good practices and their quick and widespread application.

The implications of the harmonization and alignment of donor practices for organization such as PGA are significant. They involve a need for a better understanding of donor policy

¹⁰ See Joint Action Plan for Effective Aid delivery through harmonization and Alignment of Donor Practices (June 2004) in conjunction with Paris Declaration on Aid Effectiveness, Ownership, Harmonization, Alignment, Results and Mutual Accountability (February 2005).

orientations and values. In particular they reflect an explicit attempt by the donors to encourage the harmonizing activities of 1) like-minded partners (e.g. partnership amongst parliamentary groups, NGOs and civil society organizations concerned with similar interventions such as peace building, democracy, rule of law both national and international etc); and 2) Harmonization of donor reporting in order to eliminate duplication of efforts and ensure rationalization and cost-effectiveness.

Although not directly informed by the donors' harmonization and alignment policies, PGA has begun to provide a consolidated funding request, albeit it is not done in the most professionally developed manner. This effort has to be consolidated so that PGA readies itself for the implications of Paris Declaration on its future programme development, planning and implementation.

5.6 Conclusions

The PGA financial management system is prudent in terms of practice, finance, accounts and audits records, and this does help to keep it functioning within its budgetary means.

However, PGA is lacking in commonly written financial management instruments such as written Financial Administrative Procedures (financial management and accounting policies) or policies for authorisation of expenditures, approval of travel orders and per diem. Neither does it have written rules on routines for purchase and withdrawal from investments, invoices, petty cash, expense claims, project time registration and its general ledger. These aspects of the financial management system have to be put in place for the sake of financial transparency so that rights and duties are matched and made clear.

Using PGA own words, its finances put it at a cross-roads; the recent decline of two of its major donor's support is serious and represents a wakeup call regarding the need to face up to the new realities and context of international development. PGA should speed up its efforts to do this by immediately embarking on an effort to diversify its donor base and develop a workable fund raising strategy. It must acquire new skills in donor project procurement and development aid management for the sake of both its own professionalism and the institutionalisation of appropriate routine practices.

Its efforts to incorporate into its operations up to date and current donor reporting practices and attempts towards Harmonization and Alignment with like-minded partners in the proper sense of these notions have been minimal and require new concerted efforts. In particular, PGA must build a networking and communication strategy and, in so doing, significantly scale-up its current practices. PGA professionalization and institutionalisation, of necessity, require developing its own internal capacity to cope better with various highly competitive and better resourced organizations operating in issue areas not different from its own. In that regard, despite the uniqueness of PGA's identity, membership and clientele; it must improve its internal operations in a manner to enable it to compete more effectively in a world of limited resources.

6. SUMARIO EJECUTIVO

Este informe ha sido solicitado por la Agencia Sueca de Desarrollo Internacional (Sida, según su sigla en inglés), con el objeto de suministrar una evaluación organizacional sobre el grupo “Parlamentarios para Acción Global” (PGA, en inglés), una organización no política y sin fines de lucro, compuesta de aproximadamente 1300 legisladores electos en más de 100 países de todo el mundo. Los objetivos de esta organización son promover la paz, la democracia, la vigencia de la ley, los derechos humanos y el desarrollo sustentable, así como otros temas vinculados con la población informando, convocando y movilizándolo a los miembros de los parlamentos a fin de alcanzar estos objetivos. Este informe se centrará en la de la organización interna, programas y métodos de trabajo del PGA, como estipulado en el Acuerdo vigente entre esta organización y Sida.

Dentro del fin general, el objetivo del Análisis es el de establecer si la visión, misión, estrategia, actividades, métodos, estructuras, dinámica de la asociación y relaciones con los donantes son coherentes y consistentes con los desafíos presentes y futuros a los que se enfrenta – incluyendo la proliferación de redes parlamentarias, exigencias de los cooperantes para la armonización de programas y la necesidad de un alto grado de pertenencia local. Un segundo aspecto del Análisis es facilitar también el proceso de reforma interna del PGA.

El Análisis se llevó a cabo conjuntamente con el Secretario General del PGA y, dado el reducido tamaño de la organización, se efectuaron entrevistas con los colaboradores a todos los niveles (Director de Finanzas y Administración, Director de Programas, Jefe Ejecutivo, Jefes de Programación y Desarrollo), así como con el Director del Consejo Internacional, el Presidente y numerosos miembros parlamentarios así como con varios funcionarios de las agencias de cooperación. El equipo contó con la fortuna que las entrevistas coincidieron con tres actividades mayores del PGA a las que asistieron numerosos Miembros del Comité Ejecutivo (*Executive Board*) y miembros del Consejo Internacional (*International Council*). Ello facilitó las entrevistas (que se centralizaron sobre sus opiniones en relación con un amplio espectro de programas y actividades del PGA) y permitieron también la consideración por parte del Equipo de Evaluación de las iniciativas programáticas en curso. Adicionalmente se llevaron a cabo entrevistas telefónicas en árabe, francés y español a fin de validar los resultados fuera del mundo angloparlante.

6.1 Resumen de Conclusiones

El Equipo de Evaluación pone de manifiesto la importancia, significado y relevancia de los programas y actividades del PGA – tales como se hallaron ser - y también como han sido expresados en el borrador del Plan Estratégico (2006-2010) así como la misión y visión contenidas en ellas. El Equipo entiende que el Plan Estratégico ha de tener mejoras adicionales.

El Equipo de Evaluación aplaude el PGA, en especial su Secretariado por el éxito de sus actividades programáticas – todas las cuales fueron elogiadas por igual por miembros y donantes. PGA aplica y sigue principios democráticos en la elección de sus cuerpos principales – miembros del Consejo Internacional, Comité Ejecutivo y representantes de los Grupos Nacionales.

Sin duda, la implementación de programas es uno de los puntos más fuertes del PGA. No obstante, su desarrollo de propuestas, monitoreo y evaluación, plan de acción, seguimiento y medición de resultados y/o éxitos o fracasos mediante el uso de indicadores de desarrollo e instrumentos de gestión (cadena de suposiciones-objetivos-*input*-indicadores-fuentes de verificación-*output*-resultados/impacto); Análisis Lógico (*Logical Framework Analysis* - LFA), y análisis de fortalezas, debilidades, oportunidades y riesgos se encuentran todas en una etapa inicial.

PGA es reactiva con demasiada frecuencia (por ejemplo respondiendo a iniciativas aleatorias de sus Capítulos Nacionales que proponen ideas y programas). En la realidad muchas de las iniciativas adoptadas por el Consejo Internacional y el Comité Ejecutivo son el resultado de necesidades inmediatas y/o de urgencias a nivel local.

La mayor parte de las actividades del PGA acontecen fuera de los Estados Unidos lo que reduce los costos y señala el camino de un uso eficiente de los recursos. No obstante la relación costo/eficiencia se ha visto gravemente afectada debido a la disminución del apoyo financiero a la organización durante 2004 - 2005, incrementando así el nivel de los costos fijos administrativos (promediando 34% entre 2003-2005 y llegando casi al 41% en 2005). Sin embargo los gastos de viaje, alojamiento y otros incidentales son relativamente bajos debido a la voluntad por parte de los miembros parlamentarios y personal de aceptar gastos de viaje modestos.

PGA debe desarrollar una metodología más coherente a fin de asistir en la institucionalización de las lecciones aprendidas y conocimientos adquiridos creando sinergias y/o transfiriendo conocimientos adquiridos a través de programas transversales. Existen informaciones anecdóticas de mejoras puntuales y logros programáticos, pero no un método sistemático para evaluar y disseminar estas informaciones.

El nivel actual de la participación en los Grupos Nacionales representa aparentemente un bajo nivel de sentido de pertenencia. PGA posee un sitio de internet y su personal responde a dudas específicas o, bajo su propia iniciativa, envían información pertinente a miembros del Consejo, Comité Ejecutivo y miembros en general. Sin embargo debido a una inadecuada (casi no existente) red de contactos (*networking*), a la falta de una estrategia de comunicación y una carencia de personal estos servicios no están disponibles para todos sus 1300 miembros. Tampoco existe la seguridad que los miembros del PGA tengan la posibilidad de comunicarse entre ellos en lo que se refiere a temas pertinentes a la misión, visión u objetivos estratégicos del PGA.

PGA deberá todavía desarrollar un verdadero y articulado sistema de trabajo. Su Plan Estratégico (2006-2010) puede describirse como uno en evolución y los métodos utilizados son solo capaces de ofrecer una referencia anecdótica en relación con los Objetivos del Milenio, aunque en realidad todos los programas del PGA pueden considerarse relevantes con los Objetivos del Milenio. No obstante en la medida en que el Desarrollo de una Visión Estratégica y un método de trabajo hayan sido desarrollados, puede decirse que existe una congruencia entre el método de trabajo del PGA y su visión implícita.

El Secretariado del PGA y sus instituciones mayores (Consejo y Comité Ejecutivo) poseen los medios para gerenciar la implementación del Plan Estratégico. Sin embargo, la reciente

reducción en su personal ha limitado seriamente la capacidad del Secretariado para llevar adelante alguna de sus funciones.

El Equipo de Evaluación usó tiempo y cuidado adicional para revisar los informes de Auditoría Financiera del PGA. Se discutieron los mismos con el Director de Finanzas y Administración y se verificaron recientes informes financieros y de auditoría. El Equipo elogia al PGA por su inteligente y completa gestión financiera.

El trabajo del PGA es importante y serio, constituyendo la única asociación parlamentaria de carácter individual, independiente y multifuncional abierta a miembros de partidos políticos con representación parlamentaria tanto del oficialismo como de la oposición. No obstante la interacción del PGA con el público en general y con la opinión pública es más bien limitada.

PGA mantiene buenas relaciones de trabajo con el sistema de las Naciones Unidas, en especial con las Comisiones y Organizaciones que hacen aportes substantivos a su misión (por ejemplo UNFPA, UNIFEM, UNDP, WHO, ICC, etc). Sin embargo, su asociación con uniones parlamentarias internacionales y/o regionales esta limitada al Parlamento Europeo y a ECOWAS. El PGA participa en las reuniones parlamentarias regionales bianuales bajo el patrocinio de la UNPFA (Américas, Africa, Medio Oriente, América Latina y Asia). Debido a su pequeño tamaño y recursos limitados, muchos de sus propios Consejeros y miembros del Comité Ejecutivo sugieren que el PGA no es un socio atractivo para muchas de las más grandes y mejor financiadas organizaciones en este ámbito.

PGA tiene aún mucho que hacer en lo que se refiere a armonización de donantes y en el alineamiento de políticas, incluyendo la Declaración de París sobre Eficiencia en la Ayuda (*Paris Declaration on Aid Effectiveness*) (OECD/DAC). En particular existe la necesidad de integrar los análisis de diagnóstico y las evaluaciones de resultados en el marco de las estrategias nacionales para la capacitación. (Art.19).

Pocos de los donantes del PGA (con la excepción de Sida, Danida, Comisión Europea, los Países Bajos y la Agencia Suiza para la Cooperación y Desarrollo) lo han hecho sin interrupción por períodos más o menos prolongados, por ejemplo desde la primera subvención hasta el presente. Ello hace que el planeamiento a largo plazo y el desarrollo estratégico plurianual sea difícil de predecir o asegurar. También crea demandas difíciles de cumplir para el relativamente pequeño personal de la organización.

El Equipo de Análisis reconoce que los donantes del PGA no han aumentado en términos de diversidad o número. Por tanto el PGA carece del resorte financiero que le habría evitado el shock institucional provocado por la repentina disminución de los fondos de cooperación, tal como aconteció en los dos últimos años.

6.2 Recomendaciones

Vistas la importancia, significado y relevancia del trabajo del PGA, el Equipo de Evaluación propone que le sean dadas la oportunidad y los recursos necesarios para emprender una amplia revitalización a fin de mejorar sus capacidades. Las recomendaciones fragmentarias o planes de acción promovidos por los donantes no pueden considerarse una solución. Los puntos siguientes deberían ser interpretados como elementos esenciales de revitalización:

1. PGA debería completar su Plan Estratégico (2006-2010) de tal manera que refleje sus misión, visión y objetivos y cómo estos estarán representados en programas y actividades basados en resultados utilizando cadena de suposiciones-objetivos-*input*-indicadores-fuentes de verificación-*output*-resultados/impacto); Análisis Lógico (*Logical Framework Analysis - LFA*), y análisis de fortalezas, debilidades, oportunidades y riesgos en forma más sistemática.
2. La organización debería focalizarse en un sistema de desarrollo de programas, incluyendo actividades de seguimiento como un componente en todos los programas, suministrando informes más analíticos que descriptivos o narrativos, mejorando las actividades de control y evaluación, la cadena de suposiciones y desarrollando sofisticados indicadores de resultados y mediciones.
3. Al tiempo que se institucionaliza el uso de los actuales instrumentos de gestión de la ayuda para el desarrollo, el esfuerzo de revitalización debe incluir un esfuerzo deliberado para familiarizar a los miembros y administradores del PGA con los requisitos sobre armonización y políticas de los donantes, así como las implicancias de la Declaración de París (*Aid Effectiveness, Ownership, Harmonization, Alignment, Results and Mutual Accountability*) (Febrero 2005).
4. El esfuerzo de revitalización debe prestar especial atención a los Grupos Nacionales del PGA a fin de complementar y aumentar sus esfuerzos de comunicación con los miembros del Consejo Internacional y el Comité Ejecutivo. Una buena red de contactos y una estrategia de comunicación efectiva pueden hacer mucho por mejorar el sentido de pertenencia facilitando así los esfuerzos y el trabajo del Secretariado. Como parte de esta estrategia el PGA debería publicar un boletín a ser enviado a los miembros, por ejemplo cada tres meses (electrónico o impreso). Ocasionalmente también podrían prepararse boletines especiales incluyendo temas o informaciones de interés que deberían distribuirse luego entre todos los miembros del PGA.
5. PGA debería aumentar su número de miembros especialmente en aquellos países donde su número es reducido, particularmente en países importantes y con gran influencia regional (por ejemplo Egipto y Sudáfrica).
6. Existe también la necesidad de desarrollar una estrategia sistemática para aumentar la participación femenina.
7. La revitalización debe estar acompañada de un esfuerzo desarrollado y sistemático para obtener una movilización de recursos y una diversidad de donantes. La estrategia debe ser implementada por el Secretariado con el apoyo de miembros inteligentes e influyentes del PGA en todos los países.
8. Con su estado financiero actual el PGA se encuentra mal colocado para llevar a cabo la reorganización e iniciativas que puedan facilitar una revitalización importante. En consecuencia los donantes importantes, incluyendo Sida, deberían proveer a PGA con el soporte financiero necesario para satisfacer los requisitos de los propios donantes y las políticas de armonización, encuadramiento, efectividad y confiabilidad.

9. Los donantes clave deberían considerar seriamente la posibilidad de aumentar el apoyo esencial al PGA haciéndolo plurianual como medio de facilitar su desarrollo continuado: y
10. PGA debe hacer un mayor esfuerzo para que sus miembros más influyentes jueguen un papel mas importante en la obtención de recursos para la organización - especialmente al nivel regional donde puede aunar los esfuerzos de miembros influyentes de los cuerpos legislativos de diferentes naciones.

7. RESUME EXECUTIF

Ce rapport est commandé par la Swedish International Development Agency (Sida) (Agence Suédoise du Développement International) dans le but de fournir une Etude du Groupe Parlementaire d'Action Globale (Parliamentarians For Global Action, PGA) réseau sans buts lucratifs ni partisans, législateurs élus qui compte plus de 1300 membres dans plus de 100 pays autour du monde. Le dessein de l'organisation étant de promouvoir la paix, la démocratie, le respect de la loi, les droits de l'homme, le développement soutenu et la recherche des problèmes sociaux, en informant, convoquant et mobilisant les parlementaires en vue de ces objectifs. Le Rapport se fixera en priorité sur l'organisation interne, les programmes et les méthodes de travail du PGA, comme il y a été stipulé dans l'actuel Accord entre eux et le Sida.

Cela veut dire que pardessus tout, l'objectif de cet Etude est d'établir si la vision, la mission, les stratégies, les activités, les structures, la dynamique des associés et les relations avec les donateurs sont cohérents et consistents avec les défis actuels et futurs auxquels le PGA fait face-incluant la prolifération de réseaux parlementaires, les exigences des donateurs pour des programmes harmonieux et le besoin d'un haut degré de collaboration locale. Cet Etude commandé par le Sida veut aussi éclairer un programme des réformes internes au PGA. L'Etude a été menée en proche collaboration avec le Secrétaire Général du PGA et vu, la petite taille de l'organisation, les entrevues furent établies avec tout le personnel et à tous les niveaux (Directeur des Finances et Administration, Directeur des Programmes, et Chefs exécutifs de développement) ainsi que le Conseil d'Administration, le Président et de nombreux membres parlementaires et personnel des Agences fondatrices.

L'Equipe qui mena cet étude a eu la chance de faire les interviews au moment où le PGA développait trois de ces principales activités et donc étaient présents un nombre important de membres du Conseil d'Administration et du groupe international. Tout ceci aida les entrevues (qui visèrent sur les opinions du personnel au sujet des vastes éventails des programmes et activités du PGA) et permirent à l'équipe d'étude de programmer des initiatives d'analyse. En plus des interviews téléphoniques furent menées en Arabe, Français et Espagnol pour que les possibles conclusions sortent du monde Anglo-saxon.

7.1 Resume de conclusions

L'Equipe d'Etudes (*Review Team*) prend conscience de l'importance, la signification et la relevance des programmes et activités du PGA- tels que nous les avons trouvés-et aussi comme il est conçu dans leur ébauche du Plan Stratégique (2006-2010), la mission et la vision qu'ils expriment là. L'équipe comprend aussi que le Plan Stratégique va subir des améliorations futures.

Le *Review Team* applaudit le PGA et spécialement son Secrétariat, pour le succès de ses activités programmées qui furent uniformément prisées par les membres et donateurs.

Le PGA applique et suit les principes démocratiques pour l'élection de leurs principaux corps-les membres du Conseil International et du Comité Exécutif – ainsi que les représentants des Groupes Nationaux.

Sans doute l'instrumentalisation du programme est le point plus fort du PGA. Cependant leur proposition de développement, surveillance et évaluation, plan d'action, méditation des résultats et/ou succès ou échecs avec l'aide d'instruments indicatifs, des développement ou gestion (chaîne des suppositions-objectifs-contributions-indicateurs-sources de vérifications-production-résultats/impacts); *Logical Framework Analysis* (LFA), et *Strength, Weakness, Opportunities and Threats Analysis*, se trouvent encore dans leur étape initiale.

Le PGA est trop souvent réactif (par ex répondant aux initiatives aléatoires de ses Chapitres Nationaux proposant idées et programmes), alors qu'en réalité, beaucoup des initiatives prises par les Conseils Internationaux et le Comité Exécutif, se font en réponse de demandes des intérêts locaux dans l'immédiat ou l'urgence.

La plupart des activités du PGA se tiennent en dehors des USA, ce qui réduit les coûts et vise à l'usage efficace des ressources. Cependant la relation coût/efficacité a été fortement affectée par le déclin du support financier du PGA pendant 2004 et 2005 et a augmenté ainsi le niveau des coûts administratifs fixes vers un niveau plutôt élevé (en moyenne 34% entre 2003 et 2005 et au point de 41% en 2005). Cependant, les dépenses du PGA en voyages, logements et déplacements sont relativement basses et ceci grâce à la bonne volonté des membres parlementaires et du personnel en acceptant de modestes budgets de voyage.

Le PGA doit développer une méthodologie plus cohérente en vue d'institutionnaliser les leçons apprises et le savoir obtenu, créant ainsi des synergies de rencontre de programmes et/ou transfert de connaissances acquises au moyen de programmes. Il y a cependant quelques améliorations et succès anecdotiques mais il n'existe pas de méthode systématique pour mesurer et répandre l'information.

L'actuel niveau de participation locale (National Groups) représente un faible "ownership". PGA possède un site Internet et son personnel répond aux questionnements qu'on leur fait, ou, de leur propre initiative, ils envoient des informations intéressantes aux membres du Conseil, du Comité Exécutif ainsi qu'aux membres en général. Cependant à cause d'un réseau inadéquat (presque inexistant) et à des ressources limitées de personnel ainsi que de communication, de tels services ne sont pas disponibles à leurs 1300 membres. Il n'existe pas non plus de sûreté que les membres du PGA puissent communiquer entre eux sur des sujets rélevants de leur mission, ou objectifs stratégiques.

Le PGA doit encore développer vraiment une méthode de travail bien articulée. Son plan stratégique (2006-2010) est plutôt une ébauche et les méthodes employées ne sont capables que de produire des références anecdotiques au *Millennium Development Goals* (MDG) quoique en réalité tous les programmes du PGA sont rélevants pour le MDG. Pourtant, dans la mesure que le développement d'une vision stratégique (*Strategic Development Vision*) et que l'élaboration d'une méthode de travail ont été conçus, il existe apparemment congruence entre le PGA, la méthode et leur vision implicite.

Le Secrétariat du PGA et les institutions de "gouvernance" (Conseil et Comité Exécutif) commandent l'implémentation du Plan Stratégique. Cependant, les récentes réductions de personnel ont sérieusement limité la capacité du Secrétariat pour exécuter certaines fonctions nécessaires.

L'Équipe d'Étude (*Review Team*) prit un soin extra à réviser les rapports de l'Audit Financier du PGA en discutant avec le Directeur Financier et Administratif et en analysant plusieurs

resultants financier récents. Le *Review Team* félicite PGA pour son habile et exhaustive gestion.

Le travail du PGA est important et légitime, étant la seule association parlementaire véritablement individuelle, indépendante et ouverte aux membres du parti gouvernemental comme à l'opposition parlementaire. Cependant son interaction avec le public et son opinion est plutôt limitée.

Le PGA a de bonnes relations de travail avec la ONU mais spécialement avec les Commissions et Organisations qui ont une contribution conséquente avec leur mission (par ex UNFPA, UNIFEM, UNDP, WHO, ICC, etc.). Cependant l'association du PGA qui a le plus grand réseau parlementaire international et régionales se limite au Parlement Européen et ECOWAS. PGA participe à deux réunions régionales bi-annuelles (Amérique, Afrique et le Moyen Orient, Amérique Latine et Asie) en association avec l'UNPFA. Vu sa petite taille et ressources limitées, beaucoup de leur propres Conseillers membres du Comité Exécutif pensent que le PGA n'est pas un partenaire intéressant pour plusieurs des organisations plus grandes et avec plus de ressources.

PGA a beaucoup de travail à faire au sujet de conformer avec l'harmonisation et l'alignement demandé par les donateurs ainsi que avec la Déclaration de Paris sur «*Aid effectiveness*» (OECD/DAC). En particulier il existe la nécessité d'intégrer les analyses et opinions rélevants dans la stratégie locale pour satisfaire la capacité de croissance (Art.19).

Il y a peu de donateurs du PGA (avec l'exception de Sida, Danida, Commission Européenne, le Pays Bas et l'Agence Suisse pour le Développement Cooperatif) qui ont aidé sans interruptions pour un temps relativement long, donnant depuis le premier jour jusqu'au présent. Cela fait la planification à long terme et la stratégie multi/annuelle difficile à prédire et cela crée des problèmes insoutenables au personnel relativement petit du PGA.

Le *Review Team* reconnaît que les donateurs du PGA n'ont pas augmenté ni en diversité ni en nombre. Il en ressort que le PGA manque d'un coussin financier qui lui aurait évité le shock organisationnel et le déclin soudain du support d'un grand donateur-comme cela arriva les dernières deux années.

7.2 Recommendations

Vu l'importance, signification et relevance du travail de PGA, le *Review Team* propose qu'on lui donne l'opportunité ainsi que les ressources pour entreprendre une ample revitalisation afin d'améliorer ses capacités. Quelques recommandations éparées où l'action des donateurs ne peuvent pas être considérées comme solution. Les points suivants doivent être interprétés comme essentiels à cette revitalisation :

1. Le PGA devrait compléter son *Strategic Plan* (2006-2010) qui est le reflet de sa mission, de sa vision et objectifs et de quelle manière eux sont représentés par des programmes basés en résultats et activités employant la chaîne méthodique de: *assumptions-objectives-inputs-indicators-sources of verification-output-results/impact* (chaîne de présomptions – objectifs – contributions – indicateurs - sources de vérification – production - résultats/impacts), ou *Logical Framework Analysis* (LFA); et *Strength, Weakness, Opportunities and Threats* (SWOT) tout cela de manière systématique.

2. L'Organisation devrait insister au développement de programmes continus, en ajoutant le suivi d'activités comme composantes de tous les programmes en donnant ainsi des rapports plutôt analytiques que narratifs ou descriptifs, améliorant sa surveillance et l'évaluations des activités, de la chaîne de suppositions et développant des indicateurs et mesurments sophistiqués.
3. Pendant que l'on institutionnalise l'usage actuel des instruments d'aide gerantielle, l'effort de révilization devrait inclure un effort délibéré pour familiariser les membres et le cadre du PGA avec la conciliation des donneurs et leurs politiques d'alignement ainsi que l'implication au "*Paris Declaration on Aid Effectiveness, Ownership, Harmonisation, Alignment, Results and Mutual Accountability*" (Fevrier 2005).
4. L'effort de révilization doit preter une attention spéciale aux Groupes Nationaux du PGA afin de compléter et augmenter son effort actuel de communication avec les membres du International Council et de L'Executive Board (Conseil d'Administration). Un réseau effectif et une stratégie de communication pourrait aller très loin pour avancer "*the local ownership*" avec l'idée de faciliter la profondeur et l'appui des efforts réalisés par le Secretariat. Mis à part cette stratégie, le PGA devrait publier un bulletin à être envoyé aux membres, p.ex quatre fois par an (électronique ou imprimés). De temps en temps des bulletins d'information sur des sujets d'intérêt ponctuel pour les parlementaires devraient être préparés et distribués à tous les membres du PGA.
5. Le PGA doit augmenter ses membres en particulier dans les pays où il y a une petite base de recrutement et en spécial dans les pays grands et influents régionalement. (Par ex: Egypte, et Afrique du Sud).
6. Il existe un besoin de développer une stratégie systématique pour augmenter le nombre de membres féminins.
7. La révilization doit être accompagnée d'un effort bien développé et systématique dans une mobilisation de recours financiers et une tactique différente au recrutement de donateurs, ceci dirigé par le Secrétariat avec le support de membres débrouillards et influents du PGA dans tous les pays.
8. Dans l'état actuel de ses finances, le PGA se trouve mal placé pour réussir sa réorganisation et avoir l'initiative qui faciliterait une révilization plus grande. En conséquence les donateurs dominants, comme le Sida, devraient donner au PGA le support financier nécessaire à satisfaire les besoins, politiques de conciliation, d'alignement, effectivité et responsabilité du donneur.
9. Les donateurs les plus importants devraient considérer sérieusement d'augmenter le support au PGA qui lui est essentiel et le faisant possible plusieurs années pour faciliter l'organisation d'autres développements.
10. Le PGA doit activer son effort sur ses membres dominants à la recherche de plus de fonds pour ses projets, spécialement à niveau régional où il peut réunir des membres importants des corps législatifs de plusieurs différentes nations.