



PARLIAMENT OF THE REPUBLIC OF MOLDOVA

Parliament Apparatus

Strategic Development Plan for 2011- 2013

December, 2010



Ministry of Foreign Affairs of Denmark
DANIDA



Moldova

This report was developed with the assistance of the project "Support to Parliamentary Development in Moldova", a project funded by the Ministry of Foreign Affairs of Denmark (DANIDA), Swedish International Development Agency (SIDA), and co-financed and implemented by the United Nations Development Programme (UNDP).

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LIST OF ABBREVIATIONS

SDP	Strategic Development Plan
DG	Director General
LD	Legal Division
HR	Human Resources
AID	Analytical Information Division
PRCD	Public Relations and Communication Department
PDD	Parliamentary Documentation Division
NAU	Network Assistance Unit
IT&IMU	IT Support and Information Management Unit
GAD	General Administrative Division
FBAD	Finance, Budget and Accounting Division
DSCS	Department for Standing Committees Support
ASD	Administrative Services Department

FOREWORD BY THE DIRECTOR GENERAL

With the aim of further professionalising and improving the quality of work of the Parliamentary Apparatus, the Parliament requested UNDP Moldova to provide support for a Functional Review and Institutional Capacities Assessment of the Apparatus and the development of a Strategic Plan.

The result is a Strategic Development Plan (SDP) for a period of three years (2011-2013). It represents a tool for planning and managing the priorities for developing and consolidating the institutional framework of the Parliament Apparatus. SDP defines the priority areas that need to be developed and enhanced to make the Apparatus function more adequately, efficiently, and qualitatively for mid- and long-term.

The SDP is based on the results of the Functional Review and Institutional Capacities Assessment, which offers a deep understanding of the current situation in the Parliament Apparatus.

The SDP was established through a working group of representatives from the Apparatus. The working group supervised and coordinated the process for drafting the SDP. It identified the development priorities, strategic activities, responsible parties, and implementation deadlines. The drafting itself was done with the assistance of the UNDP project.

The success of implementation of the strategic priorities will depend to a certain extent on the (political) environment, in which the Apparatus is functioning, and available financial resources, volume and content of legislation.

In this context, the restructuring of the Parliament Apparatus by creating a new organizational structure and establishing a long-term strategic management, are important challenges for the future.

The fulfilment of the Strategic Plan needs careful and coordinated planning at the strategic and operational level, to make it possible to manage the available funds in a pro-active manner, and to react to the new pressures. The Parliamentary Apparatus is highly committed to implementing the Strategic Plan and will contribute to it on a creative manner.

Adrian FETESCU

Director General

I. MISSION

The mission of the Parliament Apparatus is to ensure the necessary support for the Parliament in performing its representative, legislative and oversight functions.

II. RESPONSIBILITIES

The legislative function is performed through:

- granting support and legal consultancy for drafting and examining legislative acts and proposals;
- analyzing the conformity of the national legislation with the European community legislation;
- documenting the work of the Parliament plenary sessions, Standing Bureau, parliamentary committees, and parliamentary factions upon their request;
- ensuring the transparency of the entire legislative process.

The oversight function is performed through:

- collecting data and information to grant the necessary support for organizing and exercising the parliamentary oversight to assess the process of law implementation;
- enforcing the decisions and orders of the Parliament through impact assessment analyses of the legislative acts, using parliamentary hearings as the instrument;
- ensuring assistance in organizing parliamentary hearings with government and civil society;
- documenting Member of Parliament (MPs) interpellations, questions and requests.

The representation function is performed through:

- facilitating the interaction of MPs with citizens, civil society, and other stakeholders;
- maintaining and developing the relations of the Parliament with other national Parliaments in Europe, with international bodies, and external partners;
- offering support for performing the mediation of conflicts in society by the Parliament;
- promoting and consolidating the Parliament's image in society;

III. VALUES

- professionalism;
- efficiency;
- impartiality;
- team spirit;
- initiative;
- cooperation and communication;
- transparency.

IV. SWOT ANALYSIS

The SWOT analysis systemizes the main internal and external factors which are relevant for fulfilling the strategic priorities of the Parliament Apparatus.

Strengths	Weaknesses
Parliament Apparatus has a substantial number of employees that have experience and are professional	A Regulation of the Parliament Apparatus is not developed and approved. Regulations for the divisions and units, job descriptions for the Apparatus employees are not developed.
Parliament Apparatus established collaborative relations with the Secretariats/Apparatuses of Parliaments from other countries	Insufficient (human resource) capacities available for performing a laws' impact assessment
Parliament has an independent budget	The President of the Parliament administrates the Parliament Apparatus, signs individual work contracts with some categories of employees
Opportunities for exchange of experiences with other Parliaments in Europe	There are insufficient staff skills in the areas of legislative harmonization, statistics and economics
Employees with post-graduate education – Master Degree and PhD are working in the Apparatus	The consultants from the committees are de facto not integrated in the Parliament Apparatus. This creates a risk of political influence on the staff.
The current leadership of the Parliament Apparatus is open for professional development of the employees	There are no policies and practices to manage, develop, and evaluate human resources
	There is no uniform distribution of time and human resources in the staff for parliamentary committees
	The parliamentary oversight function is not adequately supported by allocation of financial, human, and time resources in the Apparatus
	Weak internal communication between different subdivisions in the Apparatus and between the Apparatus and the parliamentary committees and their staff
	Lack of working space and necessary technical facilities
	Underdeveloped information system management
	Salaries are low, which has a negative impact on the motivation and on the recruitment of highly qualified personnel
	A considerable part of the Parliament budget is spent for transportation services and maintenance of the Parliament car park
	Lack of (secretarial) staff support for the specialized and enquiry committees
	Individual MPs do not have personal assistants
	Insufficient cooperation between Government, Parliament, and central public administration authorities

Opportunities – favourable and positive external factors	Threats – unfavourable and negative external factors
The renovated building will offer adequate working conditions for Apparatus employees	A legislative act regarding the statute of the parliamentary civil servants will not be adopted
The development of a modern information management system will allow to optimize the decision-making process in the Parliament	Impossibility to consolidate the budget of the Parliament due to the economic crisis
Civil society is inclined and open for dialogue and collaboration in a transparent way	Political instability
Availability of technical support from Parliaments of European countries and international organizations	Possible change of staff after elections
Approval of a legislative act on parliamentary civil servant statute	Lack of political willingness to implement the planned activities
Improved cooperation with the Government and central public administration authorities	The new organizational chart will not be approved and implemented

V. PRIORITY DEVELOPMENT DIRECTIONS

Five priority development directions of the Parliament Apparatus for 2011-2013 were identified.

During the following three years, the Parliament Apparatus will focus its activities and available resources on performing these priority development directions.

The priority activities are the concrete projects and initiatives which will be implemented by the Parliament Apparatus during 2011-2013 to fulfil the identified priorities. The concrete activities will be reflected in Annual Activity Plans.

The priority development directions are presented in the table below:

PRIORITY DEVELOPMENT DIRECTIONS	
1.	Improvement of Human Resource Management
2.	Establishment of a modern and transparent Information Management Policy
3.	Development and improvement of Parliament infrastructure
4.	Strengthening the parliamentary research capacities
5.	Quality improvement of the legislative process

5.1 PRIORITY DIRECTION NO. 1

IMPROVEMENT OF HUMAN RESOURCE MANAGEMENT

The quality of human resources is crucial for the successful fulfilment of the Parliament Apparatus' mission.

In the Functional Review and Institutional Capacities Assessment of the Parliament Apparatus a number of deficiencies related to the Human Resources Management have been identified.

There is no clear policy in the human resources area. Regular description of jobs and profiles are missing, as well as methods for: performance evaluation of staff; for career management and for guidance and needs identification and development of training programs for parliamentary staff. There is no system or orientation program to introduce new employees in the Parliament Apparatus. A Regulation of the Parliament Apparatus, regulations for divisions and units, are not developed and approved. New employees are not recruited on a transparent and competitive basis. Identification of necessary professional skills and planning for skills' development are performed on an ad-hoc basis by the heads of divisions/units, without any procedure with objective quantitative indicators. The Human Resource Service is understaffed and it has no modern software tools and technologies for performing efficient human resource management.

For consolidating the autonomy and depoliticizing the Parliament Apparatus, it is necessary to integrate the consultants from the parliamentary committees into the Apparatus by creating a department for Committee Support. This is in line with practices in most national European Parliaments. In this setting the recruitment of committee staff will be part of the general recruitment policy of the Parliament. It will be also easier to define the number of staff for each committee in harmony with the workload. With integrated committee staff a better involvement in the parliamentary administration based on political neutrality can be ensured. It goes without saying that in the daily practice the committee staff will continue to closely cooperate with the committees (Chairs and members).

Improvement of Human Resources Management will contribute substantially to increase the quality of the services provided by the Parliament Apparatus and its subordinated institutions to the Members of the Parliament.

The improvement of Human Resources Management shall be performed through the following activities:

No.	Planned activities	Performance indicators	Responsible	Implementation deadline	Financial coverage
1	Development of: a) Regulation of the Parliament Apparatus; b) Regulations of Departments; c) Job Descriptions	<ul style="list-style-type: none"> ➤ Parliament Apparatus Regulation drafted and approved by Parliament Decision (or Standing Bureau Decision). ➤ Regulations of departments drafted and approved by Director General (DG) Order. ➤ Job Descriptions drafted and endorsed by HR, approved by DG Order 	DG, LD, UNDP support All subdivisions, UNDP support All subdivisions, HR, UNDP support	2011 2011 2011	UNDP support
2	Strengthening the capacities of Human Resource Management	<ul style="list-style-type: none"> ➤ Increasing the HR Unit with 2 competent persons; ➤ Level of English language skills increased; ➤ Level of computer skills increased. 	DG, HR	2011	Parliament's budget, to be identified, including the support of different technical assistance projects and UNDP
2 a	Organizing training courses for line managers aiming at developing the skills in the area of HR management	<ul style="list-style-type: none"> ➤ Organized training courses ➤ Number of trained persons 	DG, HR	2011	UNDP support
3	Recruiting of staff based on transparent and competitive procedures	<ul style="list-style-type: none"> ➤ Developed detailed procedures for recruiting of staff. ➤ Share of recruited staff based on the new procedures. 	HR, all subdivisions	2011-2013	Parliament's budget and other sources to be identified

		<ul style="list-style-type: none"> ➤ Number of vacancy announcements posted in mass-media means. ➤ Established panel for recruiting of staff. ➤ Results of the recruitment competitions announced on the Parliament's web page. 			
4	Drafting a Strategy for Staff Training	<ul style="list-style-type: none"> ➤ The Strategy for Staff Training developed and approved. ➤ Activity Plan to implement the strategy developed. ➤ Number of trained personnel. ➤ Report on the implementation of the Strategy is drafted. 	HR	2011	Parliament's budget and other sources to be identified
5	<p>a) Development and continuous adjustment of a Handbook for MPs</p> <p>b) Development and continuous adjustment of a Manual for employees'</p>	<ul style="list-style-type: none"> ➤ Handbook developed and multiplied. ➤ Number of MPs and employees to whom the Handbook and Manual were distributed. ➤ Manual published on the Intranet. 	DG, HR, all subdivisions	2011	Parliament's budget, UNDP support and other sources to be identified
6	Development of transparent procedures for assessing staff performance and for Career Growth Policy	<ul style="list-style-type: none"> ➤ Procedures for staff performance assessment are developed and approved by the DG, upon the proposal of the HR unit ➤ Career Growth Policies are developed and approved by the DG, upon the proposal of the HR unit. 	DG, HR	2011	UNDP and other sources to be identified

		<ul style="list-style-type: none"> ➤ Establishment of a working group for assessing the performance of staff. ➤ Number of promoted, degraded and awarded staffers 			
7	Establishing Department for Committee Support	<ul style="list-style-type: none"> ➤ The department is created and staffed with personnel from the current parliamentary committees, as well as newly employed staff. 	DG	2011	Parliament's budget
8	Creating an internship system in the Parliament	<ul style="list-style-type: none"> ➤ Internship system established. ➤ Number of interns during one year. 	DG, HR	2012	UNDP

5.2 PRIORITY DIRECTION NO. 2

ESTABLISHMENT OF A MODERN AND TRANSPARENT INFORMATION MANAGEMENT POLICY

The Parliament as an institution and the Parliament Apparatus as a structural element of this institution need to improve the level of transparency of their activities. The development of a modern Information Management Policy will create the necessary preconditions for the implementation of the Parliament Communication Strategy. The role of the Parliament's leadership (the President, heads of parliamentary committees, leaders of parliamentary factions, leadership of the Apparatus) is extremely important for establishing a corporate culture aiming to promote the role of the Parliament's institution, and a positive perception of Parliament in the society.

There is no separate function in the Apparatus responsible for performing the audit of payments and public procurement procedures.

To improve the Parliament's image, and develop a modern Information Management Policy, the following activities are planned:

No.	Planned activities	Performance indicators	Responsible	Implementation deadline	Financial coverage
1	Development of a Parliament Communication Strategy	<ul style="list-style-type: none"> ➤ Parliament Communication Strategy developed and approved. ➤ Annual plans for implementation of the Strategy are developed. ➤ Annual Progress Report drafted on implementation of the Communication Strategy. 	AID (PRCD)	2011	UNDP
2	Establishing a Centre for Information and Documentation	<ul style="list-style-type: none"> ➤ Centre for Information and Documentation is created. ➤ Number of visitors. 	DG, AID (PRCD)	2011	Parliament's budget and UNDP
3	Publication of all documents regarding the activity of the Parliament on the official web page of the Parliament	<ul style="list-style-type: none"> ➤ Number and types of documents published on the web page of the Parliament. 	PDD, NAU (IT&IMU)	permanently	No additional costs are involved
4	Organization of an Open Door Day in the Parliament	<ul style="list-style-type: none"> ➤ The Open Door Day has taken place ➤ Ensured access of the public to the Parliament headquarters. ➤ Number of visitors. 	AID (PRCD)	After the Parliament has moved back to the renovated premises	Parliament's budget and UNDP
5	Development of an E-Parliament information concept (documents' flow in electronic format)	<ul style="list-style-type: none"> ➤ The concept of E-Parliament information system is developed and implemented. ➤ Number of documents that circulate in electronic format and those that circulate as hardcopies. 	AID (PRCD)	2011-2013	UNDP
6	Development of a comprehensive and transparent financial and procurement policy	<ul style="list-style-type: none"> ➤ Financial and procurement policies developed and approved by the DG and/or Standing Bureau. ➤ Parliament's costs for 	GAD (ASD), FBAD	2011-2012	To be identified

		procurement of goods and services.			
7	Creating a corporate identity of the Parliament	➤ Elements of the corporate identity are developed (uniform house style)	AID (PRCD)	2011	Partially UNDP and other donors

5.3 PRIORITY DIRECTION NO.3

DEVELOPMENT OF PARLIAMENT INFRASTRUCTURE¹

There is a stringent need to develop and implement a document-flow system based on client-server principle. Such a system will be an efficient tool to administer, and search the draft laws and other documents that are processed by the Government and the Parliament of the Republic of Moldova. To ensure an efficient exchange of legislative acts in electronic format between the Government and the Parliament and within the Parliament, it is necessary to identify and approve common technical standards. Such a system should ensure a complete control over the flow of documents, including the standardized entry of data from the PC and receipt of such data in different forms, both: in printed version as well as in electronic format.

The development and implementation of Intranet should also tackle the procedures for endorsing the draft legislative acts and their flow between the Divisions and Standing Committees. This will contribute to substantially reduce the operational costs, to reduce the time allocated for an endorsement, etc.

The web-casting-based technologies are not used yet.

The Parliament encounters a major problem related to the lack of adequate premises. This basic condition is absolutely necessary for equipping and developing the technical and informational capacities of the Parliament. Delay in finalizing the renovation of the parliamentary premises will cause a delay in implementing this Priority Direction.

¹ If the building of the Parliament is renovated and given into operation

No.	Planned activities	Performance indicators	Responsible	Implementation deadline	Financial coverage
1	Assessment of IT needs	➤ Report drafted regarding the IT needs.	NAU (PRCD)	2011	UNDP
2	Restructuring the subordinated institutions (transport, restaurant, building maintenance)	➤ Subordinated institutions reorganized through liquidation, merging or outsourcing. ➤ Share of subordinated institutions' costs.	DG, LD, HR, GAD, FBAD	2011-2012	Parliament's budget and other sources to be identified
3	Establishing a switch-board (automated telephone system)	➤ Switch-board established and used.	GAD, Petitions and Hearings Section	2011-2012	Sources to be identified
4	Development of software for implementing a HR management system and a material assets record keeping system	➤ Software for HR management developed and implemented ➤ Number of personnel trained to use the software.	NAU, AID, FBAD, HR, GAD	2011-2012	UNDP and other donors
5	Electronic registration of MPs' presence at the plenary meetings and implementation of an E-voting system	➤ E-registration and E-voting systems installed and operational. ➤ Number of trained personnel.	PDD, NAU (DCRP)	2011-2012	Parliament's budget and Council of Europe
6	Use of modern techniques and technologies for simultaneous translation of the Plenary meetings and their sound vocalization	➤ Modern techniques and technologies for simultaneous translations are procured, implemented and used. ➤ Number of trained personnel.	PDD, NAU (DCRP)	2011-2012	Parliament's budget and Council of Europe
7	Digitalization of the archives	➤ Developed strategy. ➤ Developed Activity Plan. ➤ Digitalized archives of the Parliament.	NAU (DCRP), PDD	2012-2013	To be identified

5.4 PRIORITY DIRECTION NO. 4

STRENGTHENING THE PARLIAMENTARY RESEARCH CAPACITIES

The Functional Review and Institutional Capacities Assessment revealed that in spite of the professional and dedicated staff that works in the Parliament, it cannot fulfil efficiently its duties in the area of parliamentary oversight and parliamentary research. The main bottlenecks are the limited access to the relevant databases, insufficient knowledge about the EU “acquis communautaire,” the procedures for performing parliamentary oversight and public executive authorities’ reticence for this essential component of the Parliament’s responsibilities.

The oversight function is essential. The results of the legislative function performance are meaningless if there is no strategic and regular use of the function to oversee the implementation of the adopted laws.

The parliamentary oversight function on the executive and autonomous authorities is exercised by the Parliamentary structures. The Parliament Apparatus supports the performance of this function. The legal framework is adequate for exercising this function. In practice the oversight is less effective and sometimes performed only partially (in case of the autonomous authorities)

Frequently parliamentary oversight is just a one-time effort, without involving modern techniques, which would include the use of statistical and economic data, statements of interested stakeholders, including the nongovernmental actors. There is no adequate presence of institutional capacities and necessary infrastructure within the Parliament Apparatus.

As well, the parliamentary research capacities cannot be strengthened fully, as long as the Parliament has an insufficiency of staff, including well-trained staff to deal with the oversight function.

No.	Planned activities	Performance indicators	Responsible	Implementation deadline	Financial coverage
1	Harmonization of the national legislation with the EU “acquis communautaire”	<ul style="list-style-type: none">➤ Share of legislative acts harmonized with the EU acquis.➤ Number of persons trained in issues related to EU acquis.	LD	permanently	To be identified
2	Identification and subscription to specific databases	<ul style="list-style-type: none">➤ Databases identified and Parliament Apparatus units	All divisions	2011	UNDP and other sources to be

		subscribed.			identified
3	Developing a concept of digital library	➤ The concept of digital library developed and implemented.	AID (DCSC)	2011	Parliament's budget and other sources to be identified
4	Establishing a Roster of independent external experts (list of independent consultants-experts)	➤ The concept of a Roster created and approved. ➤ The roster of independent experts is created.	HR	2011	Parliament's budget and other sources to be identified
5	Strengthening the capacities in the area of parliamentary oversight	➤ Detailed operational procedures developed for parliamentary oversight. ➤ Number of trained persons.	LD, DCSC	2011	UNDP and other sources to be identified

5.5 PRIORITY DIRECTION NO. 5

QUALITY IMPROVEMENT OF THE LEGISLATIVE PROCESS

The legislative process is the basis for the existence of the Parliament's institution. This process is characterized by a number of complex procedures and stages, which involve a considerable number of staff, activities, and allocated budget.

At the same time, a more effective performance in fulfilling this function may be achieved if the methodology for drafting legislative acts is improved. Currently a number of draft laws are adopted without identifying the social and economic impacts, and without an adequate and active participation of the stakeholders.

There is no specialized unit within the Parliament Apparatus which is focussing on endorsing ex-ante social and economic impact of the draft law. Moreover, the parliamentary committees do not have sufficient economic, statistical and financial skills. To perform the promotion and guidance role in the European integration process, it is suggested to create specialized units in the Apparatus for endorsing the conformity of the draft laws with European standards.

To make the legislative process more efficient, it is necessary to organize a number of activities to address the above-mentioned shortcomings.

No.	Planned activities	Performance indicators	Responsible	Implementation deadline	Financial coverage
1	Establishing a new unit for harmonization of the national legislation with the EU “acquis communautaire”	<ul style="list-style-type: none"> ➤ The unit for harmonization of the national legislation with the EU ‘acquis communautaire’ is established and staffed with trained personnel. 	DG	2011	Parliament’s budget
2	Performing and evaluating the ex-ante and ex-post impact assessments/analyses	<ul style="list-style-type: none"> ➤ The unit responsible for performing the impact analyses is established. ➤ The legislative acts are accompanied and subsequently analyzed on their impact. ➤ Impact analyses are performed in line with strict procedures and requirements. ➤ Number of legislative acts accompanied by impact analyses. ➤ Number of staffers trained in performing impact analyses. 	LD, DCSC	2012	Parliament’s budget and other sources to be identified
3	Development of guidelines on legislative techniques	<ul style="list-style-type: none"> ➤ Guidelines on legislative techniques are developed. ➤ The staff of LD, PDD and committees’ consultants is trained. 	LD, PDD	2011	UNDP and other donors to be identified
4	Improving a module “Legislative Process” on the Parliament’s official web page	<ul style="list-style-type: none"> ➤ A “Legislative Process” module is improved and adjusted to the legislative process. 	PDD, NAU (DCRP)	2012	
5	Establishing a procedure of verifying the admissibility of draft legislative acts submitted to the Parliament and those that do not comply with the requirements of the Law on legislative acts ²	<ul style="list-style-type: none"> ➤ The Rules of Procedure of the Parliament are amended in line with the Law 780/2001. ➤ Share of rejected draft legislative acts. 	LD, PDD	2011	Parliament’s budget

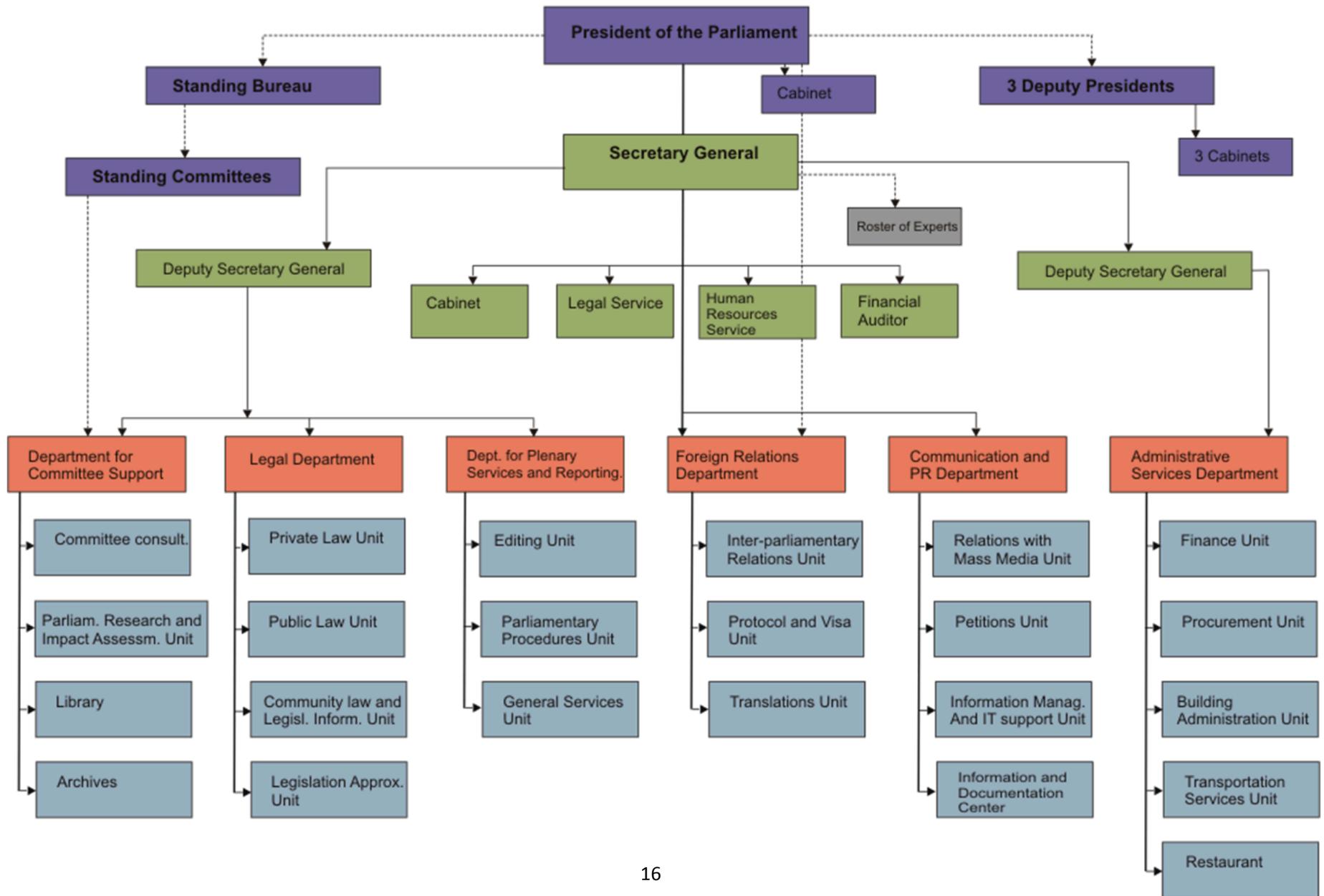
² Law on legislative acts Nr.780 from 27.12.2001

VI. ORGANIZATIONAL CHART OF THE PARLIAMENT APPARATUS

The proposed organizational chart represents the result of the findings and recommendations formulated in the Report on Functional Review and Institutional Capacities Assessment of the Parliament Apparatus (2010). In the new organizational chart, the role and responsibilities of different divisions, services, and units are clearer, and the existing overlaps are eliminated. The size of the divisions allows for them to be easily managed by the mid-level managers and Parliament's leadership.

For a successful implementation of the SDP a restructuring of the Parliament Apparatus in line with the new organization chart is essential.

Parliament Organizational Chart (draft)



VII. MONITORING AND EVALUATION

During implementation of the Strategic Development Plan (SDP), periodical monitoring shall be performed on its progress. The results will be evaluated and necessary modifications undertaken, where needed. The monitoring and evaluation process will finish when the final evaluation of the obtained results is performed after the three years of implementation.

Institutional framework for monitoring and evaluation

A **SDP Supervision Group** will be established, to oversee the implementation of the SDP. This group will be composed of 6 persons from the leadership of the Parliament and committees, plus the Director General:

- President of the Parliament,
- 2 members of the Standing Bureau,
- 3 members of the parliamentary committees (legal, budget and finance, social protection)
- Director General.

The tasks of the supervision group will be the following:

- to monitor (on basis of 6 months reports, prepared by the Director General) how the Annual Activity Plan for SDP implementation is fulfilled and how the expected results are achieved;
- to formulate proposals and suggestions for the Annual Activity Plan;
- to evaluate the intermediate and final results of SDP implementation;
- to analyze the impact of SDP activities' implementation;
- to discuss the Director General's annual progress report, before it will be sent to the Standing Bureau for final approval.

The **Director General** will be first responsible for the implementation of the SDP. He will chair a **working group** in which all the departments will be represented. This working group will have the following tasks:

- Developing an annual activity/implementation plan;
- Monitoring and coordinating the activities foreseen in the activity/implementation Plan, and where needed organizing the foreseen activities;
- Preparing the 6 months report for the Supervision Group;
- Preparing an Annual Progress Report, to be sent to and adopted by the Standing Bureau.

The Director General will report annually to the **Standing Bureau** about the progress of SDP implementation. The Standing Bureau will approve this report, as well as the Annual Activity Plan.