



Government of the Kingdom of  
Tonga



United Nations  
Development Programme Fiji  
Multi-Country Office

## PREPARATORY ASSISTANCE PROJECT FOR SUPPORT TO THE PARLIAMENT OF TONGA

### Narrative

This Preparatory Assistance project is designed to support the Parliamentarians of the Kingdom of Tonga in performing their important representative, legislative and oversight functions. The nature and types of support will be decided upon by the members of Legislative Assembly through a participatory design process to be facilitated through this project. Given that Tonga will be having national elections in 2008, this PA project will set the stage for the design of a long term Parliamentary Support package for Tonga. The Project is expected to deliver the following three key outputs: (i) Update the Legislative Needs Assessment (LNA) conducted in 2001, revise and document the capacity development needs of Parliamentarians and Parliamentary Secretariat and at the same time conduct capacity assessment and develop capacity development strategies. (ii) An Orientation workshop for the Members of Tonga's Legislative Assembly to be conducted after national elections; and (iii) The design of a parliamentary support package that would provide targeted support to the Legislators and the Legislative Secretariat. The Project design exercise will involve important stakeholders including members of the Legislative Assembly, the Speaker, representative from the Prime Minister's Office, senior government officials and development partner who will be invited to participate in one day workshop where the recommendations of the LNA and Capacity Assessment report will be jointly discussed, validated and prioritized. Validated and accepted recommendations will be incorporated into a multi year project document to be implemented by the Government in partnership with UNDP, with possible support to be sought from other donors and development partners.

United Nations Development Programme

Country: Tonga  
Project Document

UNDAF Outcome(s): National governance systems exercise the principles of inclusive good governance, respecting and upholding human rights; and resilient Pacific island communities participate in decision-making at all levels.

Expected CP Outcome(s): Tonga demonstrates and upholds the Forum 2.1 Principles of Good Leadership and Accountability and participatory decision making is enhanced and TONGA is aware and protects human rights and makes available indicators to claim them.

Expected CPAP Output(s): Improved capacity of national parliaments to enable the efficient and effective performance of oversight, accountability, legislative, representative functions and roles including improved capacity for equitable representation and participatory democracy through civic and human rights education


Implementing partner: Office of the Hon. Speaker of the Parliament of Tonga

Responsible Parties: UNDP Multi-Country Office based in Suva, Fiji

Programme Period:	Jan-Dec 2008
CPAP Programme Component:	Parliamentary Development
Project Title:	PA Project for support to Parliament of TONGA
Atlas Award ID:	TBC
Start date:	January 2008
End Date:	December 2008
PAC Meeting Date:	10 February 2008

Estimated annualized budget:	TBC
Total resources required:	TBC
Total allocated resources:	63,000
• Regular:	13,000
• Other:	
o Pacific Centre:	TBC
o GTTF:	50,000
o Government:	In -Kind
Unfunded budget:	_____
In-kind Contributions:	

Agreed by (Implementing Partner):

 28/1/08

Agreed by UNDP:

 17/6/08

## I. ANNUAL WORK PLAN BUDGET SHEET

Year: 2008

EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Funding Source	Budget Description
<p><b>Output 1:</b> Orientation Programme for Members of Legislative Assembly conducted following 2008 elections.</p> <p><i>Baseline:</i></p> <p>1. <i>Tonga expressed Interest in exploring how such a workshop could be conducted since none of a similar nature was conducted in the past.</i></p> <p><b>Indicators:</b></p> <p>1. <i>Orientation Workshop Conducted</i></p> <p>2. <i>Post workshop report produced</i></p> <p><i>Targets:</i> TONGA Men &amp; Women effectively contributing to accountability and oversight through improved parliamentary functions</p> <p><i>Related CP outcome: 1 &amp;3</i></p>	<p><b>Activity 1 Results</b> Orientation Workshop for Members of the Legislative Assembly conducted</p> <p>▪ <b>Actions</b></p> <p>1. TOR for Facilitator drafted in consultation with Parliament of Tonga and advertised.</p> <p>2. Lead facilitator recruited and contract modality and briefed on workshop outputs and deliverables as per (TOR) National and regional co-facilitators and experts recommended by Tongan Speaker and Legislative Assembly consulted and logistical arrangements for their travel to Tonga finalized.</p> <p>3. Facilitation Team Assembled</p> <p>4. Conduct Workshop after proposed 2008 National Elections.</p>					UNDP MCO	GTTF	10,000
			✓			UNDP MCO; Speaker of Tonga Parliament; Workshop Facilitator;	GTTF	15,000
<p><b>Output 2</b> Legislative Needs Assessment for Tonga</p>	<p><b>Activity 2 Results</b> Legislative Needs Assessments for Tonga updated and revised</p>					UNDP Pacific Centre	UNDP MCO	5,000



EXPECTED OUTPUTS And baseline, associated indicators and annual targets	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
<p><i>Assembly</i></p> <p>2. Targeted support had no been provided for Members of the Legislative Assembly and the Legislative Secretariat.</p> <p><i>Indicators:</i></p> <p>1. Project document formulated and resources mobilised</p> <p>2. Stakeholders understand scope and focus of project.</p> <p>3. Cost sharing agreements, MOUs and timelines for implementation finalised</p> <p><i>Targets:</i> Tongan Legislative Assembly effectively contributing to accountability and oversight through improved parliamentary functions</p> <p><i>Related CP outcome: 1 &amp; 3</i></p>	<p><b>Actions:</b></p> <p>(a) Final LNA report printed and disseminated to members of the Legislative Assembly and selected participants to be recommended by the Speaker</p> <p>(b) One day stakeholders Roundtable Workshops conducted in Tonga</p> <p>(c) Workshops venues arranged and logistical arrangements for participants finalized</p> <p>(d) UNDP MCO Design Team to discuss, validate and prioritise recommendations of the LNA. With Legislators and key actors including development partners.</p> <p>(e) Design of a 3 years Project document</p> <p>(f) Building Partnerships and mobilisation of resources.</p> <p>(g) Conducted PAC and LPAC for the project document.</p>				✓	UNDP MCO	UNDP MCO  DGTTF	Travel and formulation workshop costs; printing and presentation aid hire  10,000  5,000	
<p><b>Output 4</b></p> <p>Monitoring and Final Evaluation conducted in accordance with Programme and Project Management Guidelines, lessons learnt</p>	<p><b>Activity 4 Results</b></p> <p>Project Results, Issues and Risks tracked and monitored in ATLAS</p> <p>1. Quarterly Narrative and Financial reports submitted to</p>					UNDP MCO		Monitoring and review meetings; mission costs.	2,000

EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
<b>codified for future reference</b> <b>Baselines:</b> 1. <i>No financial and narrative reports</i> 2. <i>Results, issues and risks log have not been recorded</i> <b>Indicators:</b> 1. <i>Financial and narrative progress reports and TTPR conducted.</i>	Project Board 2. Quarterly Narrative and Financial reports submitted to Project Board 3. Steering committee meetings held, work plans reviewed and revised, 4. Quarterly narrative and financial reports prepared and distributed to project Board and MCO. 5. TTPR meeting conducted 6. Final Project conducted lessons learnt provide input into a Parliamentary Strengthening Project								
<b>TOTAL</b>									<b>62,000 – 00</b>

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## II. MANAGEMENT ARRANGEMENTS

The project will be nationally executed by the Government of the Kingdom of Tonga. The Office of the Speaker of the Legislative Assembly will be the national implementing agency and would maintain project accounts and financial responsibility. Advance equivalent to the financial needs of the project as indicated in the quarterly workplans will be provided and funds will be released to the Development Account of the Ministry of Finance. The Office of the Speaker will be responsible for the initial warrant and disbursement of funds in accordance with the workplan and the project document. Further cash advances will be contingent upon timely reporting of expenditure by Office of the Speaker to the UNDP office in Suva, Fiji.

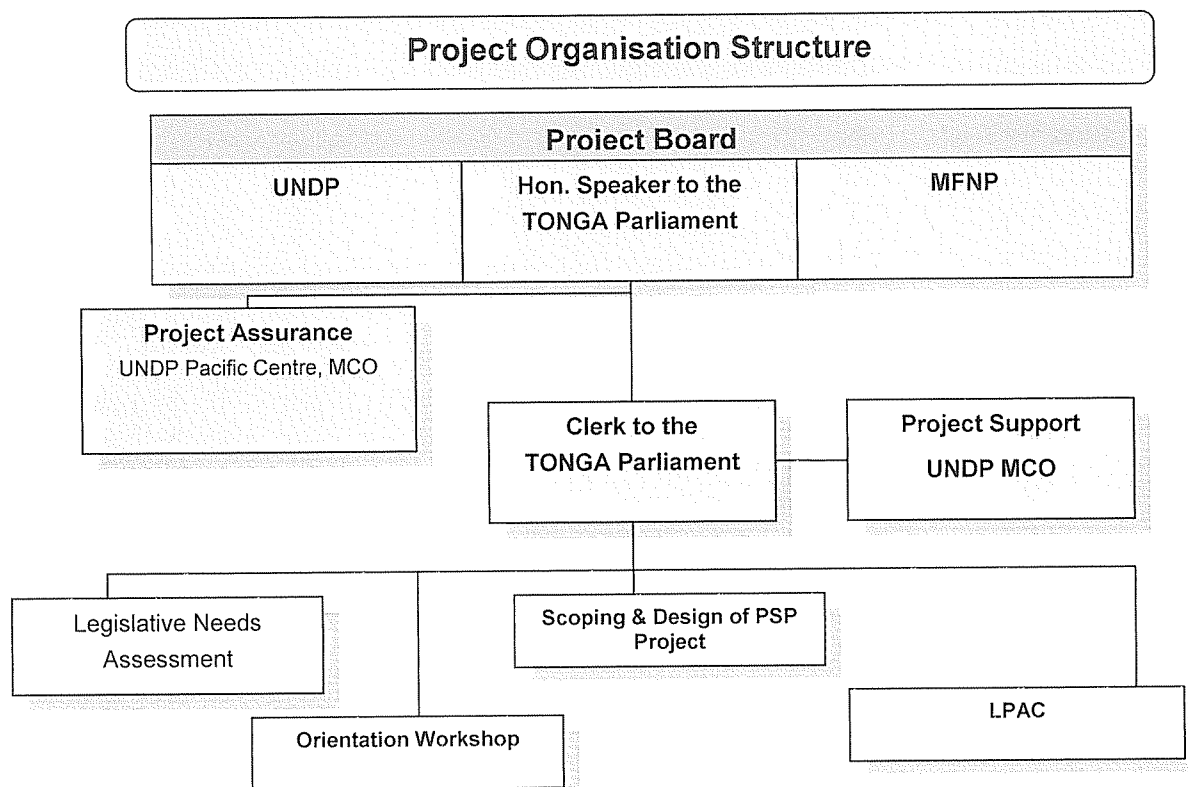
The Speaker of the Legislative Assembly (Fale Alea) will be the National Project Director (NPD). Country office service will be sought for the recruitment of consultants using the **“Request for Direct Payment”** modality. Extra administrative costs accruing to the UNDP Suva Office will be reimbursed on the basis of the Universal Price List. An Audit will also be conducted at the request of the UNDP Office in Suva by the Office of the Auditor General of Tonga. Costs for the audit will be met by the Office of the Speaker of Parliament (Government of Tonga) and will be considered as in-kind contribution.

A Project board outlined below is responsible for ensuring that project finance is accountably managed and results are delivered in an efficiently and effectively manner. The board will be responsible for building consensus around project strategy for the achievement of planned results. It will also be used as a mechanism for leveraging partnerships and mobilising resources for the multi year project document. In addition, the project board is responsible for making consensual management decision concerning project issues and risks and provides advice and guidance when required by the Project Manager. Approval of project budget revisions and AWP is also a key role of the project board. Project reviews by this group are made at designated decision points during the running of a project, or as necessarily raised by the Project Manager. This group is consulted by the Project Manager for decisions when PM tolerances (i.e. constraints normally in terms of time and budget) have been exceeded.

In particular, the composition of the project board is as follows:

1. Speaker assume the Executive role, representing the project ownership and acts as Chairperson of the Project Board
2. UNDP will represent the Senior Supplier role to provide guidance regarding the technical feasibility of the project.
3. Minister for Finance represents the Senior Beneficiary role to ensure the realisation of project benefits from the perspective of project beneficiaries.

In the interest of building partnerships with important actors it is encouraged that representatives from the Government of Tonga, interested development partners and UNDP could be appointed to the project board.



### III. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

#### **Within the annual cycle January – December 2008**

On a quarterly basis, a quality assessment exercise shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below. An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation. Based on the above information recorded in Atlas, a



Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project. A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

### **Annual Workplan and Budget**

The annual workplan and budget, will serve as the primary reference documents for the purpose of monitoring the achievement of results. The NPD is tasked with the responsibility of implementing the project in accordance with these documents.

### **Monitoring Visits by UNDP Suva**

The project will be included in the UNDP Country Office Management Plan (CPMP) and will be the subject of monitoring missions undertaken by the Programme Portfolio Manager or a representative of the MCO Governance Unit during Integrated Missions or project specific mission to Tonga. A budget of US\$5,000 has been provided and this will be accessed by the UNDP office upon consultation and agreement of the National Project Director on the agenda for the proposed visit of the PPM or other UNDP officials. A detailed mission report outlining project progress as well as issues to be followed will be the outcome of these missions.

Financial and Operational Progress Reports will be prepared by the project manager and signed off by the implementing agency and submitted to UNDP on a quarterly basis in accordance with the "UNDP Programme and Operations Policy and Procedures. These reports are required to monitor the project according to the annual work plan and will be used as the basis for the Annual Project Report (APR), which will be presented by the PM during the Tripartite Review Meeting. Any substantive changes to the budget and annual work plan will be decided upon at the Tripartite Review Meeting. Quarterly Progress Reports must be submitted to UNDP, together with the Financial Report, on the 15th day of each month following the end of the quarter. A project work plan for the following quarter will be prepared in a mutually agreed format and must be submitted together with the financial advance requested. Approval of any advance payment will be subject to the submission of these reports to UNDP for consideration. UNDP will provide feedback on the most recent progress report and other relevant reports when releasing the advance payments.

### **Tripartite Review Meeting (TPR)**

Due to the short duration of the project, a Terminal Tripartite Review meeting will be conducted at the end of the project which will be most likely held in December 2008.

This TRP will include all stakeholders and will validate project results as well as appraise proposed follow up activities for the multi year support package through a LPAC meeting.

### Local Project Appraisal Committee (LPAC)

A multi-year Parliamentary support project document to be participatorily formulated by a consultant and UNDP will be presented to the Local Project Appraisal Committee in Tonga during the TRP meeting at end of 2008. When the LNA report is available MPs and other stakeholders including representatives of development partners will be invited to validate, priorities and sequence recommendations emanating from the LNA that will be incorporated into the design of a Parliamentary support package for Tonga. Suggested follow up activities emanating from the Orientation workshop will be incorporated into the project design. The LPAC is a process which appraises the needs as well the strategy taken including budgetary requirements to support the Parliament Tonga. Following the LPAC's approval the project document will be presented to Cabinet for endorsement.

### Quality Management for Project Activity Results

<b>OUTPUT 1: <i>Legislative Needs Assessment for Tonga</i></b>		
<b>Activity Result 1 (Atlas Activity ID)</b>	Legislative Needs Assessments for Tonga updated and revised to reflect current needs and of the Legislative Assembly and Secretariat.	Start Date: 1 Jan 2008 End Date: 31 Dec 2008
<b>Purpose</b>	<p><i>Tonga has a unique and rich culture and history. This is demonstrated through the existence and evolution of its unique socio-political and governance structures for more than 130 years. Power is vested in the 3 different branches namely: Legislature, Executive and Judiciary. The Legislature enacts and passes legislation, the Executive administer the laws passed by the Legislature and submit legislations to the House for debating; and role of the courts is to uphold the Law passed by the Legislature. However, because Tonga is a constitutional monarchy, the interaction of the 3 branches of government is more complicated that in many other Pacific systems.</i></p> <p><i>Therefore, in order to design a results oriented and sustainable package of support to the Legislative Assembly and the legislative Secretariat, it is initially important to have a meaningful understanding of their capacity development needs. . An LNA is a UNDP development tool associated with the development of Parliamentary support services. It aims to assess the needs of the national Parliament, and propose recommendations to support its law-making, oversight and representative functions. The LNA may also suggest activities to strengthen constituents' interactions with the legislature. LNA informs the project design and formulation process.</i></p>	

<b>Description</b>	1. <i>The Conducting of an LNA for Tonga</i> 2. <i>Stakeholders Consultations to be done in-county</i>	
<b>Quality Criteria</b> <i>how/with what indicators the quality of the activity result will be measured?</i>	<b>Quality Method</b> <i>Means of verification. what method will be used to determine if quality criteria has been met?</i>	<b>Date of Assessment</b> <i>When will the assessment of quality be performed?</i>
The quality of our work on LNAs in Tonga will be measured through the following :- <ul style="list-style-type: none"> <li>• Type of Recommendations on strengthening of Parliamentary Systems</li> <li>• Type of recommendations on Strengthening of Members of Parliament</li> <li>• Type of recommendations on Civic Education</li> <li>• # of Recommendations incorporating Gender and Human Rights</li> <li>• # of recommendations incorporating poverty and MDG</li> <li>• Report formatting</li> <li>• # of recommendations adopted in the Project Design</li> <li>• # of LNA recommendations adopted by the Speakers</li> <li>• # of LNA recommendation endorsed during the stakeholders workshop</li> <li>• Post stakeholder workshop evaluation of LNA contents and recommendations.</li> </ul>	<ul style="list-style-type: none"> <li>• MCO and Pacific Centre providing quality assurance over the work of the Consultant.</li> <li>• Review of LNA report against key objectives and expectations of LNA outlines in the LNA TOR</li> </ul>	31 July 2008

<b>OUTPUT 2: <i>Orientation Workshop</i></b>		
<b>Activity Result 2 (Atlas Activity ID)</b>	Orientation Workshop for Members of the Legislative Assembly conducted	Start Date: 1 Jan 2008 End Date: 31 Dec 2008
<b>Purpose</b>	<i>In a Parliamentary Monarch, the Orientation workshop will assist the MPs better understand their representative roles within Tonga's current political</i>	

	<i>climate. Given that current political cross roads that Tonga is in, this workshop will enable Parliament to better facilitate constitutional and political reforms where needed.</i>	
<b>Description</b>	<i>Organize an Orientation workshop for all elected Members of the Parliament post Elections in 2008</i>	
<b>Quality Criteria</b> <i>how/with what indicators the quality of the activity result will be measured?</i>	<b>Quality Method</b> <i>Means of verification. what method will be used to determine if quality criteria has been met?</i>	<b>Date of Assessment</b> <i>When will the assessment of quality be performed?</i>
In Tonga, the Project will strive to deliver an induction workshop of international quality through the following indicators:- <ol style="list-style-type: none"> <li>1. Incorporation of Pre-Workshop &amp; Post Workshop Questioner</li> <li>2. Gender &amp; Human Rights Session incorporated into programme</li> <li>3. Poverty Reduction and MDG session incorporated into programme</li> <li>4. Constitutional framework of TONGA</li> <li>5. Conflict Resolution Session incorporated into programme</li> <li>6. Interactive participatory learning is used</li> <li>7. Participation of national resource person into the Programme</li> </ol>	<ul style="list-style-type: none"> <li>• Facilitators Report to include pre-questions and Post workshop evaluation</li> <li>• Workshop Programme to include sessions on Gender, Human Rights, Poverty Reduction and MDGs, Constitutional Framework, Conflict Resolution.</li> <li>• Workshop to be delivered through a participatory inclusive</li> </ul>	31 July 2008

<b>OUTPUT 3: Scoping and Design of a Legislative Support project for Tonga</b>		
<b>Activity Result 3 (Atlas Activity ID)</b>	A 3 year project document for support to the Legislative Assembly of Tonga is drafted and approved within UNDP and endorsed by Governments of Tonga.	Start Date: 1 Jan 2008 End Date: 31 Dec 2008

<b>Purpose</b>	<i>To formulate a comprehensive Parliamentary Support project document for Tonga that incorporates the needs of the Legislative Assembly and the Legislative Secretariat.</i>	
<b>Description</b>	<i>The designed project document will outline the strategies, outputs and activities drawn from recommendations, baselines, capacity building needs and gaps that have been identified through the LNA and Capacity Assessment report. A stakeholder Workshop will be convened in Tonga to validate findings of these reports. Validates recommendations will be costed and included as outputs and activities for a long term parliamentary support to the Parliament of Tonga.</i>	
<b>Quality Criteria</b> <i>How/with what indicators the quality of the activity result will be measured?</i>	<b>Quality Method</b> <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	<b>Date of Assessment</b> <i>When will the assessment of quality be performed?</i>
<p>In the Design of the Parliamentary Strengthening Project, the quality by which activities will be measures are as follows:-</p> <ul style="list-style-type: none"> <li>• Incorporation of Civic Education and civil society related activities in project</li> <li>• Incorporation of Gender &amp; Human Rights in Project activities in the AWP</li> <li>• Incorporation of Poverty and MDG strategies in project design</li> <li>• Incorporation of dialogue related activities in project design</li> <li>• Types of activities aligned to the achievement of CDP and CPAP outputs and indicators.</li> <li>• Adherence to RBM Guidelines</li> <li>• Approval by Government of the Project Design</li> <li>• Capacity Assessment Conducted</li> </ul>	<ul style="list-style-type: none"> <li>- endorsement by Internal PAC</li> <li>- endorsement of Project Design at LPAC</li> <li>- Minutes of the PAC is signed</li> <li>- PAC's and LPAC's recommendations and suggestions incorporated into the project document.</li> <li>- Project document is revised.</li> </ul>	31 December 2008

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#### IV. LEGAL CONTEXT

This document together with the CPAP to be finalized and endorsed by the Government of the Kingdom of Tonga and UNDP constitutes together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

#### **ANNEX 1: RISK LOG ANALYSIS**

##### **Additional Agreements**

<b>Project Title:</b>	<b>Date:</b>
<b>Award ID:</b>	

**ANNEX 1: OFFLINE RISK LOG**

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1			Environmental Financial Operational Programmatic Organizational Political Regulatory Strategic Other	&  P = I =					
2			Environmental Financial Operational Programmatic Organizational Political Regulatory Strategic Other	Text  P = I =					
3			Environmental Financial Operational Programmatic Organizational	Text  P = I =					

