United Nations Development Programme

**United Nations Development Programme**
**Country:** Bhutan
**Project Document**

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| **UNDAF Outcome(s):** | By 2012, Institutional capacity and people's participation strengthened to ensure good governance. |
| **Expected CP Outcome(s):** | Capacity of key institutions to support parliamentary democracy strengthened. |
| **Expected CPAP Output(s):** | Enhanced capacities of three branches of government as well as media in supporting effective coordination and advocacy for parliamentary democracy. |
| **Implementing partner:** | Parliament of Bhutan (coordinated by Secretariats of National Assembly & National Council |
| **Responsible Parties:** *(if already identified)* | National Assembly and National Council |

**Narrative**

Following a very successful democratic election in 2008 with voter turnout of about 80%, Bhutan became one of the youngest and newest democracies in the world. The election ended 100 years of monarchy and instituted an elected bicameral parliament and 11 member cabinet headed by the Prime Minister as per the newly enacted Constitution of the Kingdom. The Constitution provides for a two party system to contest the election within the framework of Democratic Constitutional Monarchy. From the two parties who qualified for general elections-the Peoples Democratic Party (PDP) and Druk Phuensum Tshogpa (DPT) - the DPT won with a landslide victory and occupy 45 of 47 seats in the National Assembly and it will govern for a period of 5 years.

The proposed support for the newly established Parliament of Bhutan (National Assembly and National Council) will address the following:

- Improvement, streamlining and strengthening the legislative procedures and process of the Parliament
- Strengthening the institutional capacity of the Secretariats of respective houses of parliament for research and policy analysis
- Increasing the capacity of the members of Parliament for quality and informed debate and legislation
- Enhancing the public awareness on gender inclusive democratic governance-knowing the rights and duties through civic education and CSO participation in the legislative processes of the parliament through relevant mechanisms and platforms established for the purpose

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| Programme Period: | 2009-2010 |
| CPAP Programme Component: | CT Outcome 3, CT Outputs 3.1 & 3.3 |
| Project Title: | Institutional Strengthening of the Parliament of Bhutan |
| Atlas Award ID: | 00057034 |
| Start date: | 1 June 2009 |
| End Date | 31 December 2010 |
| LPAC Meeting Date | 2 March 2009 |

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| Estimated annualized budget: | $ 200,000 |
| Total resources required | $ 200,000 |
| Total allocated resources: | |
| • Regular | 0,000 |
| • Other: | |
| ○ Donor (DGTTF) | $ 200,000 |
| ○ Donor | |
| ○ Donor | |
| ○ Government | in-kind |
| Unfunded budget: | 0,000 |
| In-kind Contributions | |

**Secretary**
**National Assembly**
**of Bhutan**

Secretary General
National Council of Bhutan
Thimphu

Agreed by (Implementing Partners):

Agreed by (Executing Partner): 01/06/2009

Agreed by UNDP:

Bakhodir Burki
Represe

# I. ANNUAL WORK PLAN BUDGET SHEET

**Year: 2009-2010**

| PLANNED ACTIVITIES List all activities including M&E to be undertaken during the year towards stated CP outputs | | Time Frame 2009 Q2 | Q3 | Q4 | 2010 Q1 | Q2 | Q3 | Q4 | RESPONSIBLE PARTY | PLANNED BUDGET Source of Funds | Budget Description | Amount (US$) |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Institutional Development and Organisational Strengthening Plan of the Parliament reviewed. | | | | | | | | NA & NC Secretariats | | | |
| 1.1 | Technical assistance in carrying of IDOS exercise of both NA and NC | X | X | | | | | | | DGTTF | 71300 Local Consultant | 20000 |
| 1.2 | Consultations and workshops on the draft IDOS report | X | X | | | | | | | DGTTF | 71600 Travel | 10000 |
| 1.3 | Adoption and printing of the document | X | X | | | | | | | DGTTF | 72500 Supplies | 6000 |
| | | | | | | | | | | | 74500 Miscellaneous Expenses | 2000 |
| 2 | Secretariats capacity strengthened in their research, legal and advisory role to Parliament. | | | | | | | | NA & NC Secretariats | | | |
| 2.1 | Support capacity building of the secretariat in research, legal and advisory roles | | X | X | X | | | | | DGTTF | 71600 Travel (ex-country) | 20000 |
| 2.2 | Support capacity of the secretariats in parliamentary functions, procedures and regulations. | | X | X | X | | | | | DGTTF | 71600 Travel (ex-country) | 10000 |
| 3 | Terms of Reference for the Committees of the Parliament developed and their functions streamlined. | | | | | | | | NA & NC Secretariats | | | |

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| 3.1 | Support to draft the TOR for the Committees. | | | | | x | | | | DGTTF | 71600 Travel | 2500 |
| 3.2 | Support capacity building of Parliamentary Committees' staff members to streamline and harmonize functions of different committees for effective execution of their specific functions | | | | x | | | | | DGTTF | 71600 Travel (ex-country) | 7500 |
| 4 | Effective legislative debate and resolution capacity of Parliamentarians | | | | | | | | NA & NC Secretariats | | | |
| 4.1 | Implement the basic/specific capacity building for relevant Members of Parliament as decided by the Speaker and Chairperson. | | x | | x | | | | | DGTTF | 71600 Travel (ex-country) | 10000 |
| 5 | Activity Result: Orientation program for MPs developed and institutionalized | | | | | | | | | | | |
| 5.1 | Support implementation and use of the orientation program for MPs | | x | | | | | | NA & NC Secretariats | DGTTF | 74200 Audio visual & printing | 2000 |
| 6 | Exposure to best democratic parliamentary practices | | | | | | | | | | | |
| 6.1 | Identify relevant regional Parliaments and undertake exposure visits to observe, understand and learn legislative processes. | | x | | x | | | | | DGTTF | 71600 Travel (ex-country) | 34000 |
| 6.2 | Identify and develop partnerships/exchange programme with other regional democratic institutions/committees for peer learning and knowledge management and continued interaction | | | | x | | | | NA & NC Secretariats | DGTTF | 71600 Travel (ex-country) | 5000 |
| 6.3 | Document lessons learned and conduct in-country seminars to share and disseminate knowledge and skills | | | x | | x | | | | DGTTF | 74500 Miscellaneous Expenses | 5000 |

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| 7 | Common Parliamentary Website established for accessibility and inclusive participation and information dissemination mechanism to the public enhanced. | | | | | | | | NA & NC Secretariats | | | |
| 7.1 | Support the development of the website and promote awareness among public | x | x | x | x | x | x | x | | DGTTF | 71300 Local Consultant | 15000 |
| 7.2 | Organize public debate forums and workshops between MPs and the public | | | | | x | x | | | DGTTF | 71300 Local Consultant | 5000 |
| 7.3 | Invite specialists and legal experts to share views with the committees | x | x | | | | | | | DGTTF | 71300 Local Consultant | 5000 |
| 8 | Promote awareness and access to media, CSOs and public on the parliamentary democracy procedures and resolutions. | | | | | | | | NA & NC Secretariats | | | |
| 8.1 | Support communication mechanism of sharing information and getting feedback on parliamentary discussions, resolutions and proceedings. | | x | x | x | x | | | | DGTTF | 74500 Miscellaneous Expenses | 2750 |
| 8.2 | Support the capacity building of Parliament spokespersons. | | | | | x | x | | | DGTTF | 71600 Travel (ex-country) | 7250 |
| 9 | Civic education for students and youth both in formal and non-formal sectors. | | | | | | | | NA & NC Secretariats | | | |
| 9.1 | Support capacity of the parliament to develop simplified civic education materials /brochures for youth and non-formal education groups to raise awareness on parliamentary democracy. | x | x | x | x | | | | | DGTTF | 74200 Audio visual & printing | 7500 |
| 10 | Establish a common parliamentary web-based exchange network and an information resource centre. | | | | | | | | NA & NC Secretariats | | | |
| 10.1 | Support technical assistance to design and implement common web-based exchange network and services | | x | x | | | | | | DGTTF | 71300 Local Consultant | 5500 |
| 10.2 | Procurement of essential equipment | x | x | x | x | | | | | DGTTF | 72500 Supplies | 5000 |

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|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 10.3 | Support capacity of the secretariat to maintain and moderate the web-based network and information and resource centre | | | | x | x | | | | DGTTF | 71600 Travel | 3000 |
| 10.4 | Suppport provision of essential books and relevant materials for the resource centre. | x | x | x | | | | | | DGTTF | 72500 Supplies | 5000 |
| | Monitoring & Evaluation | x | x | x | x | x | x | x | UNDP/NEX | DGTTF | | 5,000 |
| | **TOTAL** | | | | | | | | | | | **200000** |

## II. MANAGEMENT ARRANGEMENTS

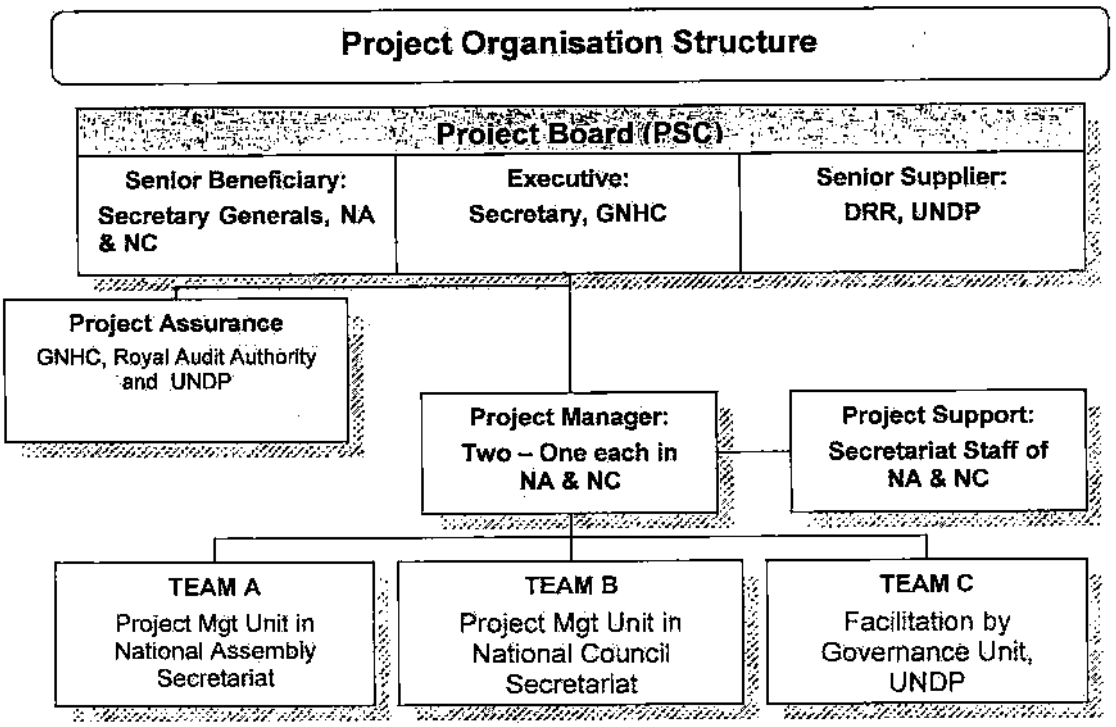
The project will be nationally executed (NEX). The Gross National Happiness Commission (GHNC), as the national coordination authority for aid management signs the project document and all project revisions with financial implications thereafter on behalf of the Royal Government of Bhutan. The National Council and National Assembly as the Implementing Agencies will be responsible for implementing the project according to the Annual Work Plan (AWP) and for achieving results and will be financially accountable. The funds disbursed through the GNHC will be subject to regular audit by the Royal Audit Authority.

The National Council and National Assembly will nominate a National Project Manager (NPM) and an alternate Project Manager from its office who will be responsible for the overall management and implementation of the project. The NPM will be responsible for the day-to-day management of the project and will liaise with the UNDP focal person. The NPM will report on the progress and financial expenditures on a quarterly basis and terminal progress report at the end of the project to UNDP through GNHC.

The Project Steering Committee (PSC) made up of representatives from the National Council, National Assembly, GNHC, UNDP, and other relevant parties will provide overall guidance and policy directions for the implementation of the project. The PSC will meet quarterly during the project period to review the progress and approve project work plan. Ad-hoc PSC meeting may also be held with a request of PSC member or NPM to discuss any issues that affect the achievement of the project outcome and endorse revisions of the AWP.

The AWP serves as a basis for the quarterly work plans. The NPM may further highlight and breakdown work activities. Based on quarterly updates of the work plan, the release of quarterly advances from UNDP will be made.

The project management team may refer to the National Execution (NEX) Manual developed jointly by UNDP and erstwhile Department of Debt and Aid Management (DADM) for necessary guidance.



## 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

- On a quarterly basis, a quality assessment shall, using the standard FACE form, 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

Annually

- **Annual Review Report**. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review**. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.
- **Evaluation**. The project shall be evaluated both mid-term and at the end to enable corrective actions and record experience as it is first of its kind implemented with the new parliament. The exact time and schedule of evaluation shall be drawn up by the Project Management through consultative process and submitted to PSC for approval and execution.

**Quality Management for Project Activity Results**

*Replicate the table for each activity result of the AWP to provide information on monitoring actions based on quality criteria. To be completed during the process "Defining a Project". This table shall be further refined during the process "Initiating a Project".*

| **OUTPUT 1: Streamlined, adequate and efficient systems and procedures in place to support effective functioning of the parliament** | | |
|---|---|---|
| **Activity Result 1 (Atlas Activity ID)** | *Institutional Development and Organizational Strengthening Plan reviewed* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Improve and strengthen professional and quality support by the Secretariats to the members and parliament* | |
| **Description** | *The result will be achieved through technical advice, consultations, adoption and publication of the Organizational Development Plan/Strategy for the Parliament houses.* | |

| **Quality Criteria**<br>*how/with what indicators the quality of the activity result will be measured?* | **Quality Method**<br>*Means of verification. what method will be used to determine if quality criteria has been met?* | **Date of Assessment**<br>*When will the assessment of quality be performed?* |
|---|---|---|
| IDOS plan covering both houses | Institutional and human resource capacity strengthened | End of 2009 |

| **OUTPUT 2: Capacity of the Parliament Secretariats enhanced for research, policy analysis and advisory services** | | |
|---|---|---|
| **Activity Result 1 (Atlas Activity ID)** | *Strengthened capacity of Secretariat for research, analysis, legal and advisory services to the Parliament and Members.* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Capacity of the parliament secretariat enhanced for research, policy analysis and advisory services* | |
| **Description** | *The result will be achieved through technical advice, training, consultations, exposure to best practices and equipment support.* | |

| **Quality Criteria**<br>*how/with what indicators the quality of the activity result will be measured?* | **Quality Method**<br>*Means of verification. what method will be used to determine if quality criteria has been met?* | **Date of Assessment**<br>*When will the assessment of quality be performed?* |
|---|---|---|
| Number of trained personnel on research, policy analysis, legal advisory services, parliamentary procedures, etc.. | Human resource strengthened at the Secretariat | End of 2009 |

| **OUTPUT 2: Capacity of the Parliament Secretariats enhanced for research, policy analysis and advisory services** | | |
|---|---|---|
| **Activity Result 2 (Atlas Activity ID)** | *TORs for the different Parliament Committees developed and their functions streamlined.* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Improve the efficiency and effectiveness of Parliamentary Committees in their legislative functions.* | |
| **Description** | *The result will be achieved through technical advice, consultations, adoption and publication of the revised Parliamentary Committee Rules and Functions, etc.* | |

| **Quality Criteria**<br>*how/with what indicators the quality of the activity result will be measured?* | **Quality Method**<br>*Means of verification. what method will be used to determine if quality criteria has been met?* | **Date of Assessment**<br>*When will the assessment of quality be performed?* |
|---|---|---|
| TOR for Committees | Adoption of TOR and implementation | End of 2010 |

| **OUTPUT 3: Capacity of the Members of Parliament enhanced for informed and quality debate and** |
|---|

| | | |
|---|---|---|
| **legislation** | | |
| **Activity Result 1 (Atlas Activity ID)** | *Effective legislative debate and resolution capacity of parliamentarians* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Improve the awareness and capacity of the MPs to participate and contribute effectively in the deliberations of the parliament* | |
| **Description** | *The result will be achieved through relevant short term training program for MPs* | |

| **Quality Criteria** *how/with what indicators the quality of the activity result will be measured?* | **Quality Method** *Means of verification. what method will be used to determine if quality criteria has been met?* | **Date of Assessment** *When will the assessment of quality be performed?* |
|---|---|---|
| # MPs trained on specific skills and knowledge | Capacity to participate effectively in debates, discussions in the parliament and committees | End of 2009 |

| | | |
|---|---|---|
| **OUTPUT 3: Capacity of the Members of Parliament enhanced for informed and quality debate and legislation** | | |
| **Activity Result 2 (Atlas Activity ID)** | *Orientation package for members developed* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Improve the awareness and capacity of the MPs to participate and contribute effectively in the deliberations and formulation of resolutions of the parliament* | |
| **Description** | *The result will be achieved through technical advice, in-country training workshops and seminars* | |

| **Quality Criteria** *how/with what indicators the quality of the activity result will be measured?* | **Quality Method** *Means of verification. what method will be used to determine if quality criteria has been met?* | **Date of Assessment** *When will the assessment of quality be performed?* |
|---|---|---|
| Orientation package developed | Guidance and use of the orientation package by members of parliament | End of 2009 |

| | | |
|---|---|---|
| **OUTPUT 3: Capacity of the Members of Parliament enhanced for informed and quality debate and legislation** | | |
| **Activity Result 3 (Atlas Activity ID)** | *MPs exposed to best democratic parliamentary practices* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Improve the awareness, knowledge and capacity of the MPs to participate and contribute effectively in the strengthening the democratic parliamentary processes and systems* | |
| **Description** | *The result will be achieved through exposure visits and access to published information and documentation of lessons learned* | |

| **Quality Criteria** *how/with what indicators the quality of the activity result will be measured?* | **Quality Method** *Means of verification. what method will be used to determine if quality criteria has been met?* | **Date of Assessment** *When will the assessment of quality be performed?* |
|---|---|---|
| Training program of MPs | Training record of the two Secretariat and project review reports | End of 2009 |

| | | |
|---|---|---|
| **OUTPUT 4: Efficient platforms and mechanisms established for public awareness, civic education and participation in the legislative processes of the parliament.** | | |
| **Activity Result 1 (Atlas Activity ID)** | *Common Parliamentary Website established for accessibility and inclusive participation and information dissemination mechanism to the public.* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Improve the awareness and to provide opportunity to the general public, media and CSOs to participate and contribute in embedding and strengthening the democratic values and principles in the country and society at large.* | |
| **Description** | *The result will be achieved through expert knowledge sharing, public events, exchange forums and meetings..* | |

| Quality Criteria<br>*how/with what indicators the quality of the activity result will be measured?* | Quality Method<br>*Means of verification. what method will be used to determine if quality criteria has been met?* | Date of Assessment<br>*When will the assessment of quality be performed?* |
|---|---|---|
| Access to Parliamentary agenda and proceedings to the public | Website implemented and used by members and public | End of 2009 |

| **OUTPUT 4: Efficient platforms and mechanisms established for public awareness, civic education and participation in the legislative processes of the parliament.** | | |
|---|---|---|
| **Activity Result 2 (Atlas Activity ID)** | *Promote awareness and access to media, CSOs and public on the parliamentary democracy procedures and resolutions.* | |
| **Purpose** | *Provide information and knowledge on the democratic values, principles and processes among the school children, youth out of school and common people.* | |
| **Description** | *The result will be achieved through technical assistance, training, awareness and sensitization programs both for MPs, media and CSO members.* | |

| Quality Criteria<br>*how/with what indicators the quality of the activity result will be measured?* | Quality Method<br>*Means of verification. what method will be used to determine if quality criteria has been met?* | Date of Assessment<br>*When will the assessment of quality be performed?* |
|---|---|---|
| **OUTPUT 4: Efficient platforms and mechanisms established for public awareness, civic education and participation in the legislative processes of the parliament.** | | |
| **Activity Result 3 (Atlas Activity ID)** | *Civic education for students and youth both in formal and non-formal sectors* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Provide reality check on issues and present third-party view on the government and parliamentary deliberations by bringing in independent views from the grassroots and public who otherwise have no access and capacity.* | |
| **Description** | *Simplified materials/brochures for youth and non formal sector developed on democracy* | |
| **Quality Criteria**<br>*how/with what indicators the quality of the activity result will be measured?* | **Quality Method**<br>*Means of verification. what method will be used to determine if quality criteria has been met?* | **Date of Assessment**<br>*When will the assessment of quality be performed?* |
| Communication mechanism identified | Implementation of the communication mechanism for information sharing and feedback from the public and youth on legislative proceedings in the house | End of 2009 |

| **OUTPUT 4: Efficient platforms and mechanisms established for public awareness, civic education and participation in the legislative processes of the parliament.** | | |
|---|---|---|
| **Activity Result 4 (Atlas Activity ID)** | *Establish a common parliamentary web-based exchange network and an information resource centre.* | Start Date: 2009<br>End Date: 2010 |
| **Purpose** | *Provide and exchange information and knowledge on the democratic values, principles and processes among the school children, youth out of school and common people.* | |
| **Description** | *The result will be achieved through exchange of information and knowledge through an exchange network among the parliamentarians and the general public.* | |

| Quality Criteria<br>*how/with what indicators the quality of the activity result will be measured?* | Quality Method<br>*Means of verification. what method will be used to determine if quality criteria has been met?* | Date of Assessment<br>*When will the assessment of quality be performed?* |
|---|---|---|
| Information exchange network | Secretariat programs and project review reports | End of 2010 |
| Brochures/materials for youth and non formal sector developed | Distribution and information dessimination on the brochures to the different target groups | End of 2010 |

## IV. LEGAL CONTEXT

***If the country has signed the Standard Basic Assistance Agreement (SBAA), the following standard text must be quoted:***

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute 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 ANALYSIS**

| # | Description | Date Identified | Type | Probability | Impact | Countermeasures / Mngt response | Owner | Submitted, updated by | Last Update | Status |
|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Political instability in the aftermath of the elections in 2008 | | Political | Unlikely | High | Monitor the environment | Government | | National Elections conducted in March 2008 | |
| 2 | Lack of technical capacity to implement activities | | Organizational | Possible | High | Provision of additional/ international technical support as required | | | | |
| 3 | Lack of human resources at the Parliament for planning, implementation and coordination among the houses | | Organizational | Possible | High | Review the IDOS plan for the parliament and support he human resources capacity as required | | | | |
| 4 | Limited capacity of the house members to adopt and implement the necessary regulations for effective parliament functionaries | | Organizational | Unlikely | High | Monitor and review the capacity and provide support to the legislative functions of Parliament | | | | |

**Agreements.** Any additional agreements, such as cost sharing agreements, project cooperation agreements signed with NGOs[1] (where the NGO is designated as the "executing entity") should be attached.

[1] For GEF projects, the agreement with any NGO pre-selected to be the main contractor should include the rationale for having pre-selected that NGO.