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# Pacific Parliamentary Effectiveness Initiative

## Project Report

Quarter 2: 01 April – 30 June 2016

Prepared for New Zealand Aid

Funded by:



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## Executive Summary

This report provides an overview of activities undertaken by the Pacific Parliamentary Effectiveness Initiative (PPEI) during the period April – June 2016.

This is the initial quarterly report and records PPEI's start up phase as the agreement between UNDP and the New Zealand Ministry of Foreign Affairs and Trade was signed at the beginning of this reporting quarter. Consequently, the emphasis over the reporting period has been on planning and building momentum for subsequent project phases. Nevertheless, the first Quarter has seen good, tangible results, in addition to a clear road map designed with clients and partners. All planned interventions for the Quarter have been achieved. Activities implemented during this Quarter include:

AWP Activity		
APRIL		Status
2.1	Intervention program agreed with: Parliament of the Cook Islands, National Parliament of Papua New Guinea, Legislative Assembly of Tonga, National Parliament of Solomon Islands.	Completed
2.1.A	Roundtable with officials of the Parliament of Papua New Guinea on improving committee performance; and possible changes to the Standing Orders on 1 <sup>st</sup> April.	Completed <i>Item supporting Planned Activity</i>
2.1.A	Induction Workshop for MPs of the Parliament of the Cook Islands, 13-14th April.	Completed
MAY		Status
2.1.A	Workshop for the Speaker and Secretariat of the Legislative Assembly of Tonga on changes to the Rules of Procedure; a briefing for the Finance and Public Accounts Committee, 10-11 <sup>th</sup> May.	Completed
2.1.C	Seminar and Workshop for MPs on the National Budget, 23, 24, 25 <sup>th</sup> May	Completed
JUNE		Status
2.1.A	TOR drafted for a mission to make recommendations on improving committee operations for submission to the Parliament of Papua New Guinea.	Completed <i>Item supporting Planned Activity</i>
2.1.A	Final text agreed for the <i>Handbook for the Parliament of the Cook Islands</i>	Completed

		<i>Item supporting Planned Activity</i>
2.1C	Facilitation of attendance of PAC members from Tonga Parliament and Solomon Islands Parliament at a World Bank / UNDP workshop on Pacific Parliamentary Accounts Committees	Completed

## PPEI Description

**The Pacific Parliamentary Effectiveness Initiative (PPEI)** is a three-year (2016-18) program designed to provide support to the Parliaments of Cook Islands, Papua New Guinea, Tonga, and Solomon Islands.

The project is managed and implemented by UNDP utilizing a wide range of regional partnerships as required and falls under Outcome 2 of the UNDP Asia-Pacific Regional Programme 2014-2017:

**Outcome 2:** Citizen expectations for voice, development and the rule of law and accountability are met by stronger systems of democratic governance.

Output 2.1: Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions.

Output 2.6: Measures in place to increase women's participation in decision-making.

Over the life of the initiative the following key results are expected:

- Parliamentary secretariats in Cook Islands, Papua New Guinea, Tonga, and Solomon Islands are better able to provide MPs with adequate support, including the delivery of induction training for new members, research and preparation of briefing on key development issues
- Parliaments in the four countries will have consistently stronger budget debates and effective public accounts committee processes in operation
- Six practice parliaments for women will have been held in the four countries – two in 2016, two in 2017 and two in 2018.
- An increased number of women candidates selected by political parties in at least two of the four countries and political parties in all countries better understand issues related to women in politics.
- Improved information exchange and south-south cooperation between the Parliaments across the Pacific in utilizing Parliament to engage with key development issues.

A positive, demonstrable impact is expected from these results through strengthened performance by the four parliaments in core function performance: accountability, participation and representation.

The initiative is supported and funded by the New Zealand Ministry of Foreign Affairs and Trade (MFAT).

## Key Achievements

One of the key achievements this quarter was the finalisation of the project documentation and the signing of the agreement between the New Zealand Government and UNDP Pacific Office to implement this project.

Following the formal agreement, work immediately commenced on implementing the agreed project activities.

The following are the key achievements of the Pacific Parliamentary Effectiveness Initiative in its start-up phase - second quarter of 2016:

**Output 2.1:<sup>1</sup> Parliament, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions.**

**Result 2.1.A: Parliamentary secretariats in Cook Islands, Papua New Guinea, Solomon Islands, Tonga are better able to provide MPs with adequate support, including delivery of induction training for new members, research and preparation of briefing on key development issues.**

### ***Activity 1: Planning and agreeing activities [all target parliaments]***

The creation of a detailed Annual Work Plan (AWP) 2016-17 has been a prerequisite for effective intervention and has been achieved in full collaboration with the client parliaments (Annex 1). The AWP will be kept under careful review, adjusted where required, and progressively extended to the terminal point of the initiative on a rolling basis. The AWP has been shared with the donor.

### ***Activity 2: Roundtable on improving committee performance [Papua New Guinea]***

On 1 April, the UNDP Regional Parliamentary consultant visited the Parliament of Papua New Guinea to discuss possible support to committees involving potential changes to the Standing Orders. A subsequent mission to Parliament of 5 days was discussed which would be designed to



*Official signing of the agreement between UNDP and New Zealand to implement the PPEI*

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<sup>1</sup> References are to Annex 1

examine the committee operation and make recommendations to the House Committee. After some delay, a request was received to draft a suitable terms of reference and this has been done and passed to Parliament for consideration and further action.

**Activity 3: Induction training and capacity building for MPs [Cook Islands]**



*Discussions in Cooks Islands MPs induction workshop*

A two-day induction workshop designed and facilitated by the UNDP Pacific Office was held for all Cook Island MPs and secretariat staff in Parliament House, Avarua on 13th and 14th April. The workshop design reflected the structure of the draft *Parliamentary Handbook* that Parliament had commissioned and which is due for publication later in the year. The opportunity was taken to hold a session on the *Handbook* in which Members offered views and suggestions in order to ensure full Parliamentary ownership of the book.

The Workshop topics covered included:

- Governance context: key players
- Parliamentary behavior
- Tools of procedure: general use and adequacy
- Making law: the present process – fully fit for purpose?
- Oversight of government: effective?
- Making Parliament Work

In addition to providing MPs and senior staff with the opportunity to reflect on their parliamentary functions and the adequacy of parliament’s current procedural tools, the workshop served as a springboard to the intervention presently planned for Quarter 2 under Result 2.1.B (see Annex 1) which will focus in particular upon the adequacy of the present Standing Orders as a means of Parliament engaging with development issues.

The report of this Workshop is available from the UNDP.

**Activity 4: Review of processes and processes to allow for increased parliamentary engagement with development issues [Tonga]**

The UNDP Pacific Office supported a two-day workshop on 11<sup>th</sup> and 12th May in the Assembly Secretariat, Nuku’alofa directed by the Lord Speaker and including the Lord Speaker, Clerk of

Parliament, Legislative Counsel, and Research Clerk, in a comprehensive review of all the current Rules of Procedure. This was based in part on a prior survey of MPs.

In addition to this work designed to improve the functioning of the Assembly as a whole, including committees, a briefing was held for the members of the Finance and Public Accounts Committee. The briefing included a focus on the importance for the Assembly generally, and the committee in particular, of understanding the UN Sustainable Development Goals (SDGs); these were now a feature of the Tongan National Budget and had financial implications. UNDP held separate one-on-one briefings for the FPAC Chairman (currently the Minister of Internal Revenue and Customs) and the Auditor-General.

The proposed changes to the Rules of Procedure arising from this workshop have been referred for review to the Assembly's Standing Committee on Legislation. A follow up workshop is planned for Q3 (see Annex 1). The Budget and FPAC specific issues were dealt with in substantial part under subsequent Activity 5 (see below).

The Workshop report is available from the UNDP.

**Result 2.1.C: Parliaments in the four countries will have consistently stronger budget debates and effective public accounts committee processes in operation.**

***Activity 5: Seminar and workshop for MPs to improve budget processes and oversight [Tonga]***

A three-day seminar and workshop on Parliamentary handling of the National Budget was held in Nuku'alofa on 30th, 31<sup>st</sup> May and 1<sup>st</sup> June. The event was timed so as to immediately precede the Assembly's consideration of the government's proposed Budget 2016. There was a deliberate emphasis on practical exercises for MPs and staff in understanding the Budget document. Other important event design features were: strong focus on essentials and avoidance of an over-ambitious scope; and ensuring language was used in training that would aid and not block Members' understanding of technical finance matters, e.g. using local language to supplement English.

The seminar objective was to improve the effectiveness of the Assembly's scrutiny of the Budget and of audit



Participants at the Tonga Parliament seminar on the national budget



reports by: a) clarifying the separation of roles and accountabilities of the Assembly, Executive, Auditor General and the Public Service respectively; b) learning the relevant requirements of the Constitution and the Rules of Procedure of the Assembly on Budget and audit reports; c) understanding Budget processes and documents; and d) scrutinizing the Budget effectively. The outcome of effective Assembly scrutiny would be a Budget that better met the needs of the country and at the same time safeguarded financial stability. The current Budget documents as published were used in the workshop.

Issues covered in the seminar and workshop included:

- Strengthening the effectiveness of the FPAC
- Roles and accountability of the Assembly, government, and Auditor-General
- Understanding the Budget
- Capacity building of MPs

The report of this Seminar and workshop is available from the UNDP.

**Activity 6: Attendance at the World Bank / UNDP/CPA Pacific meeting of Pacific Network of Public Accounts Committees (PaNPAC) [Solomon Islands & Tonga]**

UNDP in partnership with World Bank Parliamentary Strengthening Cluster and Commonwealth Parliamentary Organisation convened a meeting of Core Group of the Pacific Network of Public Accounts Committees in Nadi from 15 – 17 June. The meeting brought together PAC representatives from the region including PAC chairs, members and clerks from Fiji, Niue, Solomon Islands, Tonga, Autonomous Region of Bougainville, representatives from CPA, the World Bank and UNDP to discuss financial oversight practice in the region. Also shared at



*Pacific PaNPAC Core Group Participants*

the meeting was the results of survey commissioned by World Bank with participation from many Pacific Island Parliament about their PAC and their powers and responsibilities, membership and leadership, processes and working practices, relationship with the Supreme Audit Institution (SAI) etc.

The meeting was also a preparatory platform to meet, discuss and begin the preparation for the 2<sup>nd</sup> meeting of the PaNPAC Meeting to be organized by CPA in October/November in Solomon Islands. The inaugural Meeting of the Public Accounts Committees of the Pacific Region was first held in New Zealand in August 2015 and hosted by the Parliament of New Zealand.

The PPEI allowed participation at this important event by the Parliaments of Solomon Islands and Tonga. The conference contributed to both better understanding of financial oversight processes and issues as well and opportunity for MPs from these two Parliament to discuss such issues with peers from the region.

The report of this workshop and the results of the survey on Pacific PAC is available from the UNDP.

## **PPEI Management and Implementation**

The UNDP Pacific Office is directly implementing this project in close coordination with the national parliaments.

Quarterly and annual reports will be made to the donor, the New Zealand Ministry of Foreign Affairs and Trade.

Verification will be through regular monitoring missions and feedback sessions with Parliamentary Speakers, Clerks and MPs. So far as measures to increase women's participation in politics in at least two of the four countries are concerned, sources to verify this will be in the annual reporting to the Pacific Islands Forum on the Pacific Leaders' Gender Equality Declaration.

PPEI activities, outputs and outcome will be included in the monitoring and evaluation arrangements for Outcome 2 of the UNDP Asia-Pacific Regional Programme 2014-2017.

## Conclusion and look ahead

The project has started well and due to the in-house capacity of UNDP in this field and its ability to quickly mobilise technical expertise through its network of experts and consultants, all planned activities were achieved for the current quarter.

The client parliaments have welcomed the PPEI interventions warmly, and MP and official participation levels for all the activities were very high. The duration of the PPEI permits a welcome degree of confident planning continuity that increases the probability of a successful output for the entire initiative and reduces associated risks.

Quarter 3 (July – September) comprises a slightly larger program than the startup phase with nine activities of which five are workshop-specific (all in current development); the remaining activities are information exchange visits by MPs of the target parliaments and will be scoped carefully.

## Annex A

	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		2016 Q2	2016 Q3	2016 Q4	2017 Q1		Funding Source	Budget Description	USD Amount
<b>Output 2.1:</b> Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions									
<b>Result 2.1.A:</b> Parliamentary secretariats in Cook Islands, PNG, Solomon Islands, Tonga are better able to provide MPs with adequate support, including the delivery of induction training for new members, research and preparation of briefing on key development issues	<b>Activity: Induction training &amp; capacity building for MPs [Cook Islands]</b>  <b>Actions:</b> Workshop for MPs and handbook developed	X				UNDP CKI Parliament	NZ MFAT	Technical Adviser Consultant Printing Cost Project Assistant	\$ 23,572.00
	<b>1.1.2 Activity Result: Attachment for MPs &amp; south south information exchange [Cook Islands]</b>  <b>Actions:</b> Senior MPs and senior staff undertake placement or training with another Parliament		X	X		UNDP CKI Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant	\$ 24,572.00
	<b>Activity Result: Attachment for MPs &amp; south south information exchange [Tonga]</b>		X	X		UNDP Tonga Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA	\$ 24,572.00

<b>Actions:</b> Senior MPs and senior staff undertake placement or training with another Parliament							Project Assistant	
<b>Activity: Training for MPs on Bills and Legislation [Solomon Islands]</b>  <b>Actions:</b> Workshop for MPs held			X		UNDP SOI Parliament		Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue	\$ 25,572.00
<b>Activity: Training for Committee Secretariat on Committees [Solomon Islands]</b>  <b>Actions:</b> Workshop and one on one training sessions with committees clerks			X		UNDP SOI Parliament		Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue	\$ 25,072.00
<b>Activity: Attachment for MPs &amp; south south information exchange [Solomon Islands]</b>  <b>Actions:</b> Senior MPs and senior staff undertake placement or training with another Parliament		X	X		UNDP SOI Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant	\$ 24,572.00
<b>Activity: Attachment for MPs &amp; south south information exchange [PNG]</b>		X	X		UNDP PNG Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA	\$ 24,068.00

<b>Actions:</b> Senior MPs and senior staff undertake placement or training with another Parliament								Project Assistant	
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<b>TOTAL</b>									<b>\$ 172,000.00</b>
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<b>Result 2.1.B:</b> Cross-cutting development issues mainstreamed in Pacific parliaments	<b>Activity: Seminar for MPs on engaging with development issues [Cook Islands]</b>									
	<b>Action:</b> Seminar for MPs on the SDGs and key development issues including focus on cross cutting development issues such as gender and climate change		X				UNDP CKI Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 16,000.00
	<b>Activity: Promote committee effectiveness and review of processes and procures to allow for increased parliamentary engagement with development issues [Cook Islands]</b>									
	<b>Action:</b> Technical expert to assist the Parliament to review and where appropriate revise Standing Orders		X				UNDP CKI Parliament	NZ MFAT		\$ 13,999.98
	<b>Activity: Seminar for MPs on engaging with development issues [Tonga]</b>			X			UNDP Tonga Parliament		Technical Adviser Consultant Travel & DSA	\$ 16,000.00

<p><b>Action:</b> Seminar for MPs on the SDGs and key development issues including focus on cross cutting development issues such as gender and climate change</p>						NZ MFAT	Project Assistant Workshop Venue Operating costs	
<p><b>Activity: Review of processes and procures to allow for increased parliamentary engagement with development issues [Tonga]</b></p> <p><b>Action:</b> Technical expert to assist the Parliament to review and revise Standing Orders</p>	X	X			UNDP Tonga Parliament	NZ MFAT		\$ 15,000.00
<p><b>Activity: Seminar for MPs on engaging with development issues [Solomon Islands]</b></p> <p><b>Action:</b> Seminar for MPs on the SDGs and key development issues including focus on cross cutting development issues such as gender and climate change</p>			X		UNDP SOI Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 25,000.02
<p><b>Activity: Promote committee effectiveness and review of processes and procures to allow for increased parliamentary engagement with development issues [PNG]</b></p>		X			UNDP PNG Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop	\$ 15,000.00



	<b>Action:</b> Technical expert to assist the Parliament to review and where appropriate revise Standing Orders							Venue Operating costs	
<b>TOTAL</b>									\$ 101,000.00
<b>Result 2.1.C:</b> Parliaments in the four countries will have consistently stronger budget debates and effective public accounts committee processes in operation	<b>Activity: Support for the PAC to improve their scrutiny work [Cook Islands]</b>  <b>Action:</b> TA provided to PAC during key times and for key meetings		X	X	X	UNDP CKI Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 22,250.00
	<b>Activity: Seminar for MPs to improve budget processes and oversight [Tonga]</b>  <b>Action:</b> Seminar for MPs on how to read the budget, how to research before the budget debate, how to engage CSOs and how to prepare for budget scrutiny sessions	X				UNDP Tonga Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 23,000.00
	<b>Activity: Support for the PAC to improve their scrutiny work [Tonga]</b>		X	X	X	UNDP Tonga Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA	\$ 29,750.00

<b>Action:</b> TA provided to PAC during key times and for key meetings								Project Assistant Workshop Venue Operating costs	
<b>Activity: Support for the PAC to improve their scrutiny work [Solomon Islands]</b>  <b>Action:</b> TA provided to PAC during key times and for key meetings		X	X	X	UNDP SOI Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 28,000.00	

<b>TOTAL</b>								\$ 103,000.00
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**Output 2.6.** Measures in place to increase women’s participation in decision-making

**Total**

<b>Result 2.6.A:</b> Capacity of potential women candidates to campaign and engage in policy debates increased through provision of training and capacity building activities	<b>Activity: Potential women candidates trained on the work of MPs and parliaments [Tonga]</b>  <b>Action:</b> Practice Parliament for women held				X	UNDP Tonga Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 45,000.00
	<b>Activity: Potential women candidates trained on the work of MPs and parliaments [PNG]</b>  <b>Action:</b> Practice Parliament for women held				X	UNDP PNG Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 60,000.00

<b>TOTAL</b>								\$ 105,000.00
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<b>Result 2.6B:</b> Increased number of women candidates selected by political parties in selected Pacific countries	<b>Activity: Training event with political parties in gender mainstreaming [Solomon Islands]</b>  <b>Action:</b> Ongoing technical assistance and 2 day workshop in conjunction with political parties integrity commissions held			X	X	UNDP SOI Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 29,000.00
	<b>Activity: Training event with political parties in gender mainstreaming [PNG]</b>  <b>Action:</b> Ongoing technical assistance and 2 day workshop in conjunction with political parties integrity commissions held			X	X	UNDP PNG Parliament	NZ MFAT	Technical Adviser Consultant Travel & DSA Project Assistant Workshop Venue Operating costs	\$ 39,000.00
<b>TOTAL</b>									\$ 68,000.00
<b>Total Output</b>									\$ 549,000.00
Office Costs & Communication									\$ 30,960.00
General Management Service Fees (GMS) - 8%									\$ 50,040.00
<b>OVERALL TOTAL (USD)</b>									\$ 630,000.00