



Government of the Kingdom of Tonga



*Empowered lives
Resilient nations*

United Nations Development Programme
Fiji Multi-Country Office

**Government of the Kingdom of Tonga
And
United Nations Development Programme**

Tonga Governance Strengthening Programme (TGSP)

Programme Summary

This programme has the following components: (i) Support to Parliament; (ii) support to civil society organisations; and (iii) support to the Tonga Electoral Commission. This integrated programme approach focuses on strengthening Tonga's governance institutions and an improved understanding in the community of the role of parliament; the functions of the electoral commission; and the role civil society organizations play in promoting good governance and supporting an improved understanding of governance concepts in the community. The programme draws together the Parliamentary strengthening project designed by UNDP; the Australian Electoral Commission led support provided to the Tonga Electoral Commission; and proposal to strengthen civil society's relationship with the Tonga Parliament and Government as well an increased role for civil society in providing civic education and enhancing accountability of duty-bearers. Civic education is considered to be the common objective shared by the three programme components and as such there are clear advantages in an integrated approach that avoids duplication of effort and maximizes efficiencies in design and delivery.

UNDAF Outcome(s)

Good Governance and Human Rights

5.1: Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women’s rights in line with international standards

Expected UNDP Tonga UNDAF Programme Outcome(s)

5.1 National institutions and mechanisms uphold the principles of good governance, democratic reforms, human rights, free and fair elections and accountability in accordance with the constitution and international norms.

Expected UNDP Tonga Country Programme Output(s):

5.1.1 Strengthened capacity of parliamentarians and parliamentary secretariat for improved law making, representation, and oversight in accordance with constitution and international norms

5.1.2 Capacity of the Tonga Electoral Commission strengthened to manage and oversee transparent, free and fair national and district elections.

5.1.3 Strengthened capacity of Civil Society Organizations. (CSO) and national education providers to deliver civic education and advocacy relating to good governance and human rights

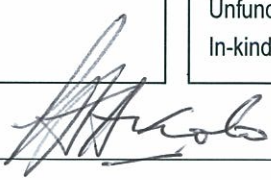
Expected TGSP Output(s):

1. Legislative Assembly strengthened to effectively carry out its oversight, representative and legislative functions
2. Capacity of CSOs, education providers and communities strengthened for increased participation in law making, policy and oversight processes
3. Capacity of Tonga Electoral Commission enhanced to ensure the effective conduct of free and fair national and local elections.
4. Programme Efficient and effectively managed

Implementing Partner/Executing Entity: UNDP (Direct Implementation)

Responsible Party: Office of the Speaker, CSOs, and Electoral Commission

Programme Period: 2013 – 2017 CPAP Programme Component: Parliament Strengthening & Participatory Democracy Project Title: Tonga Governance Programme Atlas Award ID: Start date: 2013 End Date: 2016 PAC Meeting Date	Total resources required USD\$3,210,840.00 Total allocated resources: AusAID US\$ Regular (UNDP) US\$ Other (UNDP PC): US\$: ○ Government _____ Unfunded budget: USD\$ _____ In-kind Contributions \$ _____
---	--

Agreed by (Govt. of Tonga):  22/04/2013

Agreed by (UNDP):  22/4/2013

Contents

I.	Situation Analysis	4
	Socio-economic context	4
	Political context	5
	Role of Parliament, Electoral Commission and Civil Society - Challenges to be addressed.....	7
	Parliament	7
	The Electoral Commission	9
	Role of Civil Society	9
I.	Current Support to Strengthening Political Governance In Tonga	11
	Parliament.....	11
	Tonga Electoral Commission.....	12
	Civil Society.....	13
II.	Key Lessons Learned	13
III.	Theory of Change	15
IV.	Strategy.....	19
V.	Results and Resources Framework (RRF).....	27
VI.	Tonga Governance Programme Annual Work plan 2013.....	40
VII.	Management Arrangements	48
	Programme Management Unit.....	48
	Programme Board – Refer Annex 2 for TOR.....	48
	Programme Advisory Committee.....	49
	Programme Support by UNDP	49
VIII.	Monitoring and Evaluation (M & E) Framework	51
	Within the Annual Cycle	51
	Annual Work Plan and Budget.....	51
	Annual Report and Review.....	51
	Mid-Term Review	51
	Final Evaluation and Perception Index Study	52
	Monitoring Visits	52
	Audit.....	52
	Overall Policy for the audit of DIM Programmes	52
IX.	Legal Context.....	54
	<i>Annexes</i>	55
	Annex 1: Risk Log	55
	Annex 2: Terms of Reference-Programme Board.....	58
	Annex 3: Advisory Committee (Draft TOR).....	59
	Annex 4: Monitoring Plan	61
	Annex 5: Tonga Governance Programme planning matrix for monitoring	63

I. SITUATION ANALYSIS

1. This section deals with the socio-economic; the political and parliamentary context; and the role of civic education in promoting effective political governance in the Kingdom of Tonga. It is recognised that there is a need to develop a programme strategy that focuses on the continued strengthening of both the Parliament and Electoral Commission while also addressing the communities knowledge and understanding of the reform process undertaken to date; the roles and responsibilities of the key Kingdom of Tonga democratic institutions; and the importance of understanding both the independence of these institutions as well as the links which exist between the Parliament, the Electoral Commission; the Government and the people of Tonga.

Socio-economic context

2. The Kingdom of Tonga is a Polynesian monarchy which has strong links to its history, culture and traditional governance institutions. Based on the 2011 Population Census statistics Tonga has a population of 103,036 with 52,001 males and 51,038 females. As at 2006, Tonga's urban population constitutes a little over 23% of the overall population. Most of the urban dwellers reside in the three urban villages of Kolofo'ou, Ma'ufanga and Kolomotu'a.

3. Economic growth, measured by GDP, hovers between contractions of around 2% to positive growth rates of around 4% in the period 1997-2009. Underlying structural constraints, political disturbances, and global economic developments have restricted the pace and depth of growth. Even prior to the onset of the global economic crisis, Tonga's economic performance was well below the regional average annual GDP growth of 3.2% per year. The impact of the global economic crisis was felt mainly through a reduction in tourism earnings and remittances. The latter is one of the most important sources of income for Tongan households and while traditionally accounting for close to 33% of GDP, has fallen sharply. The impact of the recent global economic crisis and preceding episode of high food and oil prices demonstrated the country's high exposure to external economic shocks.

4. In terms of the Millennium Development Goals, Tonga's latest MDG report 2010 noted the country's steady progress towards achieving the Millennium Development Goals indicators. Maternal mortality rates, for instance, has reduced from 204.7 per 100,000 live births in 1995 to 76.1 per 100,000 live births in 2008.¹ Despite this, Tonga's Strategic Development Framework 2011 - 2014 noted the increasing hardships faced by those living in remote areas where services are poor and vulnerable groups including urban poor, those residing in squatter settlements; single mother and disabled persons.² In addition there is a need for relevant, reliable, and timely statistics to set policies and to hold decision-makers accountable, monitor progress and evaluate results. The incidence of food poverty in Tonga has increased from 2.8 per cent in 2001 to 3.1 per cent in 2009, which indicates that more than 3000 people live below the food poverty line³. Basic needs poverty increased from 16.2% to 22.5% between 2001– 2009. Although food security is a growing concern in Tonga, the more pressing and alarming issue is the extremely high incidences of non-communicable diseases, such as obesity, diabetes and cardiovascular diseases. NCDs reduce quality of life, increase disabilities, and impose a major financial burden on the health system, family welfare and ultimately the economy⁴.

¹ Government of Tonga (2011) *2nd National Millennium Development Goals Report*.

² *Tonga Sustainable Development Plan 8 (2006/7-2008/9)*.

³ Government of Tonga (2011) *2nd National Millennium Development Goals Report*.

⁴ Government of Tonga (2011) *2nd National Millennium Development Goals Report*

5. Tonga is also struggling to meet MDG3 on gender equality. Tonga is performing well on the MDG 3 indicator of parity among boys and girls in school attendance, currently with 97 per cent parity at secondary school level. However, this is not translating into better incomes or job opportunities for women. Moreover, Tonga is far from meeting its target for MDG 3 in terms of women's representation in parliament (see below for more). Over the last two decades, the proportion of women holding seats in parliament has reduced from 6 per cent to the current 1 per cent of seats in parliament. The Tonga National Gender and Development Policy notes cultural perception persist which assign women a lower status than men, with some limited exceptions such as *mehekitanga* (eldest sisters). To address this issue, the Tonga National Gender and Development policy advocates awareness-raising and attention to the school curriculum as a way of overcoming stereotypes.

6. Tonga also risks its achievement of MDG7 because it is highly susceptible to the impacts of climate change and disasters due to its geographical, geological and socio-economic characteristics. Both pose a serious threat to the environment, to the economy and ultimately to the people of Tonga. It is positive therefore, that the Government of Tonga is the first Pacific Island Country to develop a Joint Action Plan on Climate Change Adaptation and Disaster Risk Management. The particular focus of the plan is on enhancing governance structures; technical knowledge, information and education; community preparedness; energy management; and multi-sectoral partnerships, cooperation and collaboration across government agencies and civil society.

Political context

7. Tonga is a constitutional monarchy. King Tupou VI succeeded to the throne after the death of his brother, King George Tupou V in March 2012. A political reform process commenced in 2005, which was aimed at responding to public calls for more democratic parliamentary and political processes. To this end, a Constitutional and Electoral Reform Commission was established, which was mandated to make recommendations on democratic reforms. A public consultation process was undertaken from 2009/10. The report of the Commission and its recommendations were voted on by Parliament in 2009, which included proposed Bills to enact the proposed reforms. These were debated and enacted by the Tonga Legislative Assembly in April 2010. One of the biggest changes enacted was the reform of the Legislative Assembly itself. Prior to the 2010 reforms, the Legislative Assembly comprised of 32 seats: 14 members of Cabinet (appointed by the King from within or outside the Assembly), 9 elected People's Representatives, and 9 representatives of the Nobles (selected by the nobles). Under the new reforms, the Legislative Assembly is made up of 17 People's Representatives, elected by the people, and 9 Noble Representatives elected from the holders of Tonga's 33 noble titles, and up to four other members appointed by the King on the advice of the Prime Minister. The Prime Minister is appointed by the King on the recommendation of the Legislative Assembly. The Constitution makes no provision for political parties.

8. Following the December 2010 elections, Lord Tu'ivakano was appointed Prime Minister, for a four year term. The participation of women in Tongan politics remains a challenge, with no women elected to the Assembly. The King, on advice from the Prime Minister, appointed one female Minister as well as one more male MP. There have been some tentative efforts by women NGOs to promote temporary special measures to reserve seats for women in the Assembly, but these have not yet met with success. Women still face many obstacles to getting elected by their peers, including a male-dominated social, political and cultural context, where politics is still considered to be the matter of males.

9. The reformed Governance institutions provide a unique opportunity for strengthened parliamentary oversight, representation, and accountability, so as to promote equitable socio-economic development in Tonga. The Parliament is responsible for ensuring supportive policies are

formulated and appropriate actions are taken to help alleviate hardships and to improve the quality of life for those experiencing hardships in Tonga. Members of Parliament have the mandate and legislative authority to promote and endorse human rights-based and gender sensitive legislation to ensure commitment for action to address national priorities and obligations to international norms such as the MDGs. While the Legislative Assembly technically has a broad mandate to promote good governance and development in Tonga, in reality, the Assembly's ability to effectively perform its constitutional roles hinges on: (i) the effectiveness of its existing institutional and administrative structures and support systems; and (ii) the level of fiscal and technical resources allocated to Parliamentary Offices.

10. Tonga launched its Freedom of Information Policy on 28 June, 2012. The policy framework provides guidelines for the dissemination and publication of government information, improving the quality of that information and most importantly, granting the public the privilege to request access to information held by any Government body. The Policy strengthens the Freedom of Speech, Expression and the Press that are enshrined in Article 7 of the Constitution. A FOI Unit have been established within the Ministry of Information and Communications to coordinate all the information disclosure and dissemination within the Public Service, providing policy advice and guidelines for compliance and the implementation of the policy, effective from 28 June 2012. Members of the public seeking information from any Public body or agency may lodge an FOI request in writing to the appropriate agency using the standardized request form. The Policy has also outlined details of types of records or information that are exempted or protected under law or from harm to the security of the nation and its people. Details of procedures and timeframes for requesting and accessing information are defined in addition the individual's rights of appeal are included in the policy⁵.

11. Parliamentarians, with respect to their law-making, oversight and representative functions, can actively engage in the development and implementation of pro-poor laws and policies and the promotion of good governance. Parliaments play a fundamental role in establishing the rule of law, protecting human rights, overseeing transparent governance processes, and ensuring national compliance with international obligations.⁶ UNDP's engagement in parliamentary support activities recognizes that support to the Executive needs to be complemented with support to parliaments and parliamentarians to discharge their functions and duties effectively. The interaction of these governance institutions together offer checks and balances on the arbitrary use and misuse of power. Specifically, an effective and active parliament can ensure that:

- Laws proposed by the Executive are properly scrutinised in the legislature and in committee to ensure they are economically and socially appropriate, and are debated publicly before being passed;
- Budget planning is responsible and properly directed to national development priorities and expenditure of government agencies is scrutinized and kept accountable, for example, via an active parliamentary Budget Estimates Committee or Public Accounts Committee;
- National development policies are scrutinised and debated publicly, including specific policies in areas such as promoting the Millennium Development Goals, gender issues or human rights, for example, via an active parliamentary committee;
- Potential sources of conflict are aired, debated and addressed publicly and in a bi-/multi-partisan manner;
- The view of constituents are represented in parliamentary debates and reflected in parliamentary outcomes.

⁵ See Tonga PMO website: <http://www.pmo.gov.to/news-today/press-releases/3879-tonga-launched-its-freedom-of-information-policy>

⁶ UNDP Parliamentary Development Practice Note, April 2003

12. Tonga is a State Party to the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Racial Discrimination, and a Signatory to the Convention on the Rights of Persons with Disabilities. As an outcome of its 2008 Universal Periodic Review, Tonga has accepted to continue the country's reform process; to ratify additional core human rights treaties; to further strengthen freedom of the press and freedom of expression; and to strengthen its efforts in the area of human rights education, training of public officials, and in the participation of civil society in the promotion and protection of human rights.⁷

Role of Parliament, Electoral Commission and Civil Society - Challenges to be addressed

Parliament

13. The Tonga Legislative Needs Assessment (LNA) Report undertaken in 2008 by UNDP highlighted a range of capacity challenges for the Parliament, including severe under-resourcing. These key challenges are discussed below:

Limited support for Members of Parliament

14. The 2010 elections resulted in a number of MPs joining the Legislative Assembly for the first time, with little to no previous experience in parliament. The reforms represent a new approach to parliamentary engagement and oversight, requiring intensive support to MPs to support them to grow in their roles as a strong and independent legislative and oversight branch of government. In fact, the 2008 LNA Report recognised the need for practical training to assist MP's in their work, and suggested that future training should be directed toward specific areas of support, such as roles of an MP, parliamentary procedures, speech-making and debating techniques, information technology skills, research skills, working in Parliamentary committees and working with constituents⁸. It has also been recognised that Members need to be supported to effectively utilise parliamentary processes to promote Tonga's national development priorities and the MDGs. In 2008 and again in early 2011, UNDP supported Induction Workshops for MPs, along with local and regional partners. Some ad hoc training for MPs has also been delivered by other UN sister agencies and the Australian Parliament through its AusAID supported Public Sector Linkages Programme (PSLP). Opportunities for more intensive training support for MPs clearly exist and need to be supported and coordinated.

15. At a more operational level, the 2008 LNA found that Members have long suffered from a lack of parliamentary services. Members do not have separate work areas in the Parliamentary precinct. Although separate office space is provided for the Nobles' Representatives and the People's Representatives respectively, they are scantily resourced. Access to the internet and online approaches to information, research and communication technologies has been very limited.

Variable use of parliamentary committees for oversight

16. Prior to the 2010 reforms, Parliament's main committee was a Finance Committee, which was mandated to perform the standard role of Budget Committee and a Public Accounts Committee (i.e. to scrutinize the taxing and spending power of the executive government). However, this committee was relatively weak and undertook very limited oversight of the Government. Notably, under the democratic reforms, a number of new parliamentary committees were established for the

⁷ UN General Assembly, Human Rights Council, "Universal Periodic Review: Report of the Working Group on the Universal Periodic Review – Tonga," A/HRC/8/48, 5 June 2008, pp. 15-18.

⁸ See LNA Report 2008 p 10

reformed Assembly. Seven parliamentary standing committees have been established, including a new Finance and Public Accounts Committee and three more committees which have a clear development focus, namely: the Social Services Committee (with a mandate to look at poverty, health, education, gender, youth and social issues); Environment and Climate Change Committee; and Foreign Affairs, Defence and Trade Committee (with a mandate broad enough to provide oversight on foreign policies, international treaties and conventions, human rights obligations). An initial concern that has been raised is that committee membership currently includes Ministers. In practice, this may undermine the ability of committees to undertake Executive oversight, as Ministers themselves should actually *respond* to committee inquiries, rather than lead them.

17. Nonetheless, through these oversight committees, parliamentarians have the opportunity to discuss and review key policy issues; oversee the implementation of government policies and programmes; and solicit constituents' feedback on policy and legislation through the public hearing process. However, currently, the Secretariat only has a single Committee Clerk dedicated to supporting committee members to do their jobs. This Committee Clerk has been funded by AusAID and UNDP for two years (2011/12), in recognition of the crucial need to immediately build MP's understanding of the utility of committees following the 2010 elections. This programme will sustain the position for the next three years. It is necessary to provide specialised capacity development for committee members, as well as to support the establishment of sustained substantive relationships between committees and relevant Ministries/ departments.

Parliamentary Offices need capacity development assistance

18. The ability of MPs to perform their constitutionally prescribed roles is highly dependent on the capacity of the Parliamentary Secretariat to provide relevant legal, information, research, and committee support services. In this context, it is very positive that in 2011, the Secretariat produced a Corporate Plan (with technical assistance from UNDP and the Australian Parliament's PSLP) to guide the Secretariat's development. Notably, the Corporate Plan recognises that, without strong support staff, it can be very difficult for MPs to work effectively. In this context, it is problematic that the Secretariat has only a relatively small core, professional staff, a number of whom have been recruited using finite donor funding. The staff are committed, but it is imperative that secure, long-term funding is sourced for their positions. Many of these staff are relatively new recruits, from outside the parliamentary service, such that it is also imperative that they receive intensive capacity development support. UNDP mobilised a short-term advisor to support implementation of the plan, but funding for this position has since run out.

19. In terms of priority services which require development, there is a need to provide more independent legal support to members of Parliament, particularly non-Executive and Opposition members. Parliament also has limited research capacity at the moment, and limited library facilities. Information and research services are important in supporting members to review Bills, preparing for sittings, parliamentary debates and drafting of bills. Currently, these services have not been available to members. As noted earlier, committee support is also a key challenge.

Limited outreach and public understanding of parliaments democratic responsibilities

20. Following the 2010 democratic reforms, it was well-recognised that it was essential to support civic education activities to build the understanding and commitment of the public to the reforms. While work was undertaken to this end in the latter half of 2010, there is no on-going programme of public outreach or parliamentary education in place. This is a serious deficiency in a country which is still effectively in democratic transition. In recognition of this challenge, in 2011 the Parliamentary Secretariat (with UNDP technical support) developed a Public Education and Outreach Strategy to guide the Secretariat's efforts. The Strategy priorities television and radio outreach, in order to quickly get coverage on parliamentary issues to the whole country. It also

identifies support for specific programmes with schools, as well as improved website updates and newsletters. At the moment, this work is being supported by an Education Officer, who is only paid for through finite donor funding. This position needs more secure, on-going funding, and budget needs to be sourced for the outreach work that has been identified in the strategy.

The Electoral Commission

21. The Electoral Commission was established by the Electoral Commission Act 2010 to supervise all electoral related activities and to ensure that such activities are implemented in a free and fair environment. Its obligations as set out under the Act and range from long term planning for the proper conduct of elections, the establishment and maintenance of proper records and rolls, recommending changes to the law concerning elections, making and amending regulations, educating voters and candidates, regulating and monitoring electoral expenditure by candidates, and compiling and reporting on elections and related matters. The Act also proposes that the Electoral Commission will provide a similar function for the District and Town Officer elections.

22. The Electoral Commission held its first general elections in November 2010. Following the electoral reform a total of 17 Electoral Constituencies were established and the people of each such constituency elect one representative, while the nobles elect 9 representatives from among themselves. Election of members is conducted under the simple majority voting system of 'First-Past-the-Post' and elected members are to serve a full term of four years before the next election. At the request of the Tongan Government, these elections were observed by a joint international election observer team consisting of 14 delegates from Australia and New Zealand. The team congratulated the Tongan Government and the Electoral Commission on the genuine, free and fair elections, and the high voter turnout (over 90%).

23. Since its establishment, the Electoral Commission has received support from AusAID, through the provision of technical support provided by the Australian Electoral Commission (AEC) to assist with the development of an election plan, regulations, policies and procedures in the lead up to the election, and technical support during the election event. Given the Electoral Commission is still in early stages of establishing itself, further support and assistance is required to support a broad range of activities across the entire electoral cycle to ensure it exercises all of its mandated activities successfully.

Role of Civil Society

24. Civil society and civil society organizations (CSOs) make a very real and key contribution to development and democratisation processes. Their roles include the provision of basic services such as primary education, health, water and sanitation; participating in local planning and budgeting; advocating for human rights and the needs and priorities of their constituency especially the marginalised groups; providing shelter, counselling and support services to disadvantaged groups and victims of violence; monitoring the performance of government and other stakeholders in the provision of services and realization of human rights; and more generally, progress towards the MDGs. It is widely recognised that an active and vibrant civil society is an important factor in the democratisation process. By mediating between the state and citizenry, and increasing government accountability, civil society provides the mechanism to enhance citizens' voice and the engagement of citizens in various democratic processes that contributes to deepening democracy.

25. Tonga has a large number of formal and informal Civil Society Organisations (CSOs) undertaking public awareness and advocacy on a wide range of issues in various sectors including health, politics and democracy movements, leadership development, education, human rights and community development, religion and youths. CSO that are actively engaging in public awareness

and advocacy are affiliated to the Civil Society Forum of Tonga (CSFT). The Civil Society Forum of Tonga (CSFT) was established in 2001 to address and coordinate the needs and collective roles of Civil Society Organizations (CSOs), and to strengthen their capacity to be able to better serve their communities. CSFT works to ensure that community development is recognised and supported as a powerful way of tackling inequality and achieving social justice. As an organisation, CSFT has a diverse range of members' interests in community development across various sectors and selected fields of discipline. The Government of Tonga has recognized the potential of CSFT in taking the lead role for involvement of Non-Government Organisations on political, social, and economic activities that lead to sustainable development, economic growth and income generation. Recognising CSFT's broad mandate amongst CSOs it is appropriate that this programme engage it as one of its responsible partners. This will ensure that the programme uses existing local institutions, develop their capacities to ensure programme initiatives are sustained following the completion of this programme.

26. In terms of Tonga Government supported civic education programme, since the political and electoral reform started in 2009, public awareness about the political and electoral reform was implemented from June 2009 to January 2011 by the then Reconciliation and Civic Education Section of the Office of the Prime Minister. The aim of this awareness program was to ensure that Tongan citizens were informed about the political and constitutional reforms. The reform involved extensive revision to the constitution and the development of options for law, justice, electoral reform, international treaty ratification, and national security. This awareness program was implemented over a period of twenty months in five phases. Phase one included the appointment of mentors who were responsible for the design and oversight of the whole program as well as the recruitment and training of trainers. Actual delivery of public awareness through a series of national workshop began in phase 2.

27. The public awareness program focussed on creating public understanding on the issues raised in the Constitutional and Electoral Commission's (CEC's) preliminary report. Phase 3 and 4 of the awareness program covered the final resolutions by the Legislative Assembly on the political reform, amendments to the constitution and other laws. Voter education on the amended electoral laws and the new electoral boundaries were also included in this phase of the awareness program. Phase 5 was implemented for 4 months. It covered panel discussions on political issues such as ceding of power under the new structure, election of the legislative assembly and the government, voter education and profiling of candidates. Modes of coverage included, media such as television, radio, newsletters, and face to face sessions in the villages, towns and districts across the country.

28. Although the current legal and institutional framework provides opportunities for citizens including CSOs to participate in the law making and oversight process through the standing committees and public hearing process, there are opportunities to strengthen these mechanisms to ensure the engagement process and outcomes are inclusive, open, transparent and participatory. At present CSOs, churches, constituents and registered interest groups are not fully participating in the law making, oversight and national planning and budgeting process. At present there are no formal institutional arrangements for submission and follow-up, a key condition for participatory and responsive governance system. In addition, there is limited understanding of the reformed parliament and government structures. There is limited understanding amongst constituents on the difference between government and parliament and limited mechanisms for ensuring the voices of those in the remote and outer islands are properly reflected during the legislative, oversight, planning and budgeting processes. Although the parliamentarians have an opportunity to visit their constituencies twice a year, it is often dominated by community based development project with minimal focus on the government policies, bills, planning and budgeting process. MPs visit their constituencies after the national budget is passed and as such there are no opportunities for the constituents to have any meaningful participation in the budget formulation process. Furthermore,

there is no clear process for involving the constituents and CSO generally in the budgetary planning and implementation process.

29. While CSOs are expected to perform a wide range of functions, they face a range of capacity constraints and challenges including (i) uncertain funding environment contributing to insecurity, high staff turnover and lack of coordination; (ii) limited capacity for financial management and management in general; and (iii) weak capacity for reporting particularly since it is difficult and time consuming to report in different formats to different stakeholders, and (iv) limited capacity to carry out evidence-based advocacy and influence policy-makers. This problem is compounded by the lack of staff with skills in both report writing and writing donor funding requests. In addition to the current civic awareness initiatives currently being implemented by various CSO, the results of the scoping and design mission undertaken by UNDP in May 2012 suggests the need for a clearly defined, well-coordinated and targeted civic education and advocacy initiatives. At present some of the church owned teacher training institutions are providing leadership and development training to their students. However, there is a need to further strengthen the capacity of teacher training institutions to provide appropriate training to their students to enable them to know how to creatively teach civic education, human rights and democracy through in the formal and non-formal teaching and learning process.

30. For many young aged school children in Tonga, their knowledge of democracy and human rights is limited to their life experiences including the prodemocracy related activities and the public awareness of the reform implemented between 2009 - 2010. In the formal education system, from forms three to five, the subject of social sciences only covered types of governments and from forms 6 – 7, the coverage of governance is limited to pacific history which is generic and does not cover the recent political reforms in Tonga. In addition, at present there is unequal emphasis between academic theories of governance and how it ought to be applied in the context of Tonga in the context of the political reform. It is important for those attending the formal and non-formal schools to understand the new political system to enable them to effectively participate in the government and parliamentary processes. Furthermore, the many constituents are still confused about the workings of the new Tongan political system. It is therefore, important to undertake further baseline research and scoping to better understand the context and be able to identify appropriate means of designing and delivering civic, democracy and human rights education the formal and informal schools systems in Tonga.

I. CURRENT SUPPORT TO STRENGTHENING POLITICAL GOVERNANCE IN TONGA

Parliament

31. A range of assistance has been and continues to be provided to the Tonga Parliament. This includes:

UNDP has engaged with the Tongan Parliament since 2008, via a Preparatory Assistance Project. UNDP commissioned a Legislative Needs Assessment (LNA) of the Parliament in 2008, and supported Induction Seminars for MPs in 2008 and 2011. The LNA was validated and approved by Tonga Parliament in 2009. The LNA recommendations were provided the baseline information for the Parliament Support component of this programme. UNDP also supported a short-term parliamentary advisor in 2011 and is currently funding a Committee Clerk position within the Secretariat for one year. This Committee Clerk is specifically tasked with prioritising capacity development for the key social services/MDGs committees.

- Australia and New Zealand jointly supported the Tongan Government transition from an absolute monarchy to a more representative parliamentary democracy, through a three year Political Reform Program (2008/09 – 2010/11). With this support, Tonga implemented a

series of actions to bring about greater democracy, including the establishment of constitutional and electoral commission that provided recommendations to the government on reform options, the establishment of a royal boundaries commission that reported to the King and Government on the electoral boundaries, the establishment of the Electoral Commission, legislative updates to support the reforms, and a public awareness program to inform citizens of the constitutional and political reform. The program also supported the Legislative Assembly in the development of a hand book for parliamentarians, an induction program, and implementation of communication activities.

- Other UN agencies have also engaged with the Parliament. UNFPA through its Pacific Parliamentary Assembly for Population and Development (now Pacific Legislatures for Population and Governance) has worked to raise awareness with MPs of population and development issues in Tonga. UNICEF has also supported workshops on child rights issues in the past.
- The Federal Parliament of Australia has provided assistance to the Tongan Parliament for some time under the Commonwealth Parliamentary Association (CPA) Education Trust Fund it administers. Support has included equipment, training for both MPs and Parliamentary Secretariat staff, parliamentary exchanges and technical advice on specific parliamentary issues. Since 2011, the Australian Parliament has also provided assistance to the Tongan Parliament under AusAID's Pacific Public Sector Linkages Programme (in line with a proposal designed in partnership with UNDP, based on the UNDP's 2010 version of this Project Document). More recently, as part of the Australia-Pacific Parliament Twinning Programme, the Parliament of South Australia, with whom the Tongan Parliament is twinned, has engaged with the Parliament to identify opportunities for future support.
- Tonga is also a member of the CPA and the Inter-Parliamentary Union, although to date it is understood that only limited parliamentary support has been provided from these organisations. The New Zealand Parliament also has a relationship with the Tongan Parliament.
- From 2011 – 2012, with funding from AusAID, UNDP in collaboration with the Parliament of Tonga recruited a Climate Change Committee Clerk. This has enabled the committee to undertake public hearings and submission of its recommendation to the parliament for consideration. The Climate Change committee clerk also provided technical and secretarial support to the Social Services Committee and five other parliamentary standing committees of the Tongan Legislative Assembly.

Tonga Electoral Commission

32. A variety of assistance has been provided to the Tonga Electoral Commission, including:
- The joint Australia/New Zealand Political Reform Program supported the design of Tonga's electoral system, the drafting and amending of electoral legislation, and the establishment of the electoral commission. Funding under this program was also provided for the Chairperson, staff training, a public awareness program, and logistics and transport for the electoral event.
 - The Australian Electoral Commission (funded through AusAID) has provided technical assistance to the Tongan Electoral Commission since its establishment in 2010. This has included assistance to develop electoral procedures embodied in instructions and handbooks, the drafting of regulations under the Electoral Act, the development of a candidate booklet, drafting procedures for polling stations, development of training materials, and the provision of staff during the electoral event to provide practical assistance and assist with reporting.
 - In addition to this support, and at the request of the Government of Tonga, Australia and New Zealand also provided official delegations to observe the elections, and released a statement testifying to the genuine, free and fair elections.

Civil Society

33. Civil Society Forum of Tonga (CSFT) and its affiliated civil CSO partners received assistance both in cash and kind in recent past including:

- UNDP supported CSTF's work from 2006-2008 through the provision of necessary equipment and secretariat support staff; developed capacity of CSFT and its members on advocacy, research, training, media campaign, proposal writing; and the administration of a small grants scheme to facilitate capacity building activities.
- CTF also received and coordinated support from AusAID, NZAID, and EU from 2005-2012. In 2012, CSFT collaborated with the Pacific Leadership Programme to deliver leadership development program in Tonga.
- In 2005, CSFT implemented an EU funded project that focussed on assisting various schools in Tonga to acquire new equipment, books and renovations to school building and properties.
- In 2012 CSFT received some funding support from Canada fund to support their networking and advocacy work in Tonga.

II. KEY LESSONS LEARNED

34. Between 2000 and 2003 Legislative Needs Assessments (LNAs) were carried out for eight Pacific Island Countries through the UNDP Project, "Governance for Livelihoods Development" (GOLD). All of these LNAs showed that while Pacific Island countries have different systems in place, different colonial histories, and are of different sizes, they were unified by shared obstacles to good parliamentary governance.⁹ In response, UNDP in the Pacific has developed and mobilised parliamentary support projects in a number of countries. This Project Document draws heavily on the good practice and lessons learned from a number of these projects.

35. UNDP's recognition as a neutral broker and an impartial development partners has proven to be particularly useful in supporting work with parliaments. Through its project interventions, UNDP has developed very strong partnerships with Pacific parliaments, as well as regional and global parliamentary development organisations and the Australian and NZ Parliaments, which can be leveraged for the benefit of the Tongan parliament.

36. In 2007, UNDP convened a roundtable meeting with countries in which UNDP was already working with parliaments and this meeting considered that the following were a number of the key lessons that had been learnt from UNDP's engagement with Parliaments, both in the Pacific and globally. Many of these lessons are applicable to work not just with parliaments but also with other governance institutions such as the electoral commission and civil society organisations.

- There is a key need to ensure that all programs are locally (including politically) contextualized and political will is forthcoming. Small island states have specific needs. Additionally, UNDP/donors need to be aware that they are not always in the best position to create political will. Otherwise, projects can end up being over-ambitious about what can be achieved. In the context of nationally executed projects, it is also useful to promote the identification of multiple national counterparts. Broadening out ownership, for example, by involving a specific committee, leadership forum or the like, can be useful in ensuring the project has bipartisan support and is owned by the whole of Parliament not just its Secretariat.
- Too often, activities are undertaken without first assessing the local need and identifying the most appropriate local entry-point. For example, training should not be undertaken without knowing if it would be used by legislators or assessing the commitment of legislators to actioning

⁹ UNDP, 2003, Report on Strengthening Pacific Parliaments: Legislative Reform Programme for PIC, viewed, 20 August 2007, <http://regionalcentre.pacific.undp.org.fj/Files/JAN23073.pdf>.

it. Importantly, many parliaments operate both formally and informally and parliamentary programmes need to recognise such subtleties so as not to undermine them. In this context, Tonga MP's and senior parliamentary staff were involved in the design phase and will be consulted for their advice during the implementation of programmes.

- There is a need to ensure a "do no harm" approach when working with parliaments. For example, care needs to be taken when working with opposition parties to ensure that the opposition is not seen as being used to drive foreign agendas. Likewise, when work is done to build the capacity of CSO's to demand more accountability from representatives and government, it is important that a constructive dialogue is developed so that CSOs are not unreasonably demanding answers or recommending action which parliament or government does not have the capacity or mandate to provide.
- Coordination of efforts and sharing of experiences, good practice and lessons learned is essential. Many legislators and donors are concerned about duplication of work and the burden on legislators as a result of the number of organisations working with parliaments who expect legislators to have the time and resources available to engage with their activities. This is an issue which needs to be tackled, both in the Pacific and globally. Due to the range of development issues that legislators and their staff need to consider, they are often at risk of 'issue fatigue'.
- One way of providing support is to consider regionalizing service delivery and support to legislatures, legislators and their staff. Considerable work has been done to look at how to institutionalise support to legislatures, for example through the establishment of regional training centres to develop parliamentary skills. Regionalisation of approaches can be particularly useful as a means of building capacity and maximizing the use of sometimes scarce resources. Regional approaches are also useful when tackling sensitive issues, such as women's representation, HIV/AIDS, corruption, etc.
- Care needs to be taken not to overburden new and developing legislatures and other institutions with multiple activities and issues areas, especially in the Pacific where many are small with limited resources and capacity. In the case of legislatures, MPs have multiple demands on their time and this need to be recognised when engaging with parliamentarians. In particular, it is important to ensure that training and support on substantive development issues are well-tailored and well-timed. Often the pitch is wrong and this diminishes the likelihood that legislators will be either willing or able to take up the issues that are being discussed. The situation for civil society organisations is often even more acute with weak institutional structures, a reliance on a few key individuals and a lack of core funding.
- It is important that issues-based activities are grounded in national agendas, to ensure that they are viewed as neutral and not donor-driven. For example, organizations like UNDP have a normative framework that is well-established (HRs, MDGs, etc), and as long as substantive issues are grounded in those normative principles, they can be discussed without undermining neutrality.
- Parliaments should not be viewed in isolation, but rather to look at the linkages between institutions (e.g. civil society-parliament, government-parliament, and media-parliament) because many of these local institutions will also be keen to discuss substantive issues with legislators.
- There are limits as to what can be achieved in terms of working with political parties, particularly in the Pacific where many countries have weak or non-existent party systems. Nonetheless, consideration needs to be given to whether and how work could be done to engage political parties in parliamentary support activities. Sometimes, parliamentary decisions are outside of parliament because of party politics. There is a real need to look at how parties impact on parliaments. It would be useful to examine what works and what doesn't and what can be done, if anything, to harness the value of political parties for the benefit of parliamentary democracies.
- Greater attention be paid to mapping of operational, outreach and field activities to preclude against duplication of effort.
- Tonga CSOs are in need of capacity support to access and manage programmes as such the Government of Tonga are in the process of securing funds to provide a help desk for CSOs in

Tonga. The role of the helpdesk will be to work with all NGOs to write up proposals and provide financial management support (acquittals). Team-based approaches by CSOs working in partnership with each other should be encouraged as a strategy for future interventions.

- Materials by focus-groups be tested for appropriateness and comprehension, be available in vernacular languages and be disability-accessible. Common teaching tools such as highly graphic / illustrated flip charts be provided to facilitators.
- That to build a communications network, CSOs be encouraged to identify a village based focal point through whom communications at a local level can be maintained
- A robust baseline study to identify and measure opinion and attitudes towards democratization and democratic governance and confidence in the electoral process be conducted to complement reflections on future directions. Any such study should be mentored by expert political and opinion pollsters and analysts include focus group studies and be designed in such a way as to provide measurable baseline indicators for the future.
- The Fiji in-schools civic education project experience has taught us the importance of the provision of realistic timeframes for the following:
- The Curriculum Perspective or Infusion Approaches: The curriculum perspective or infusion approach is much more time consuming and cumbersome than the curriculum writing approach in the curriculum development process. Thus adequate timeframes should be provided in similar projects that infuse themes such as education for sustainable development, environmental education instead of introducing new subject matter areas.
- The Teaching-Learning Materials Design, Development, and Testing & Production Process: More often than not the development of teaching-learning materials has been underestimated in terms of costs and time in education development projects. Adequate time should be given to accommodate the conceptualization, validation and revisions that are required in every step as well as the creative process that cannot be easily rushed.

III. THEORY OF CHANGE

37. The theory of change underpinning this programme addresses the challenges outlined earlier (paragraphs 10-25) and builds on support currently being provided as well as lessons learned from the past. It will bring about a more effective parliament: through improved performance of members and enhanced institutional structures and systems within the Parliament; it will ensure a sustained improvement in the electoral processes with free and fair elections at national and local levels; and create a greater understanding in the community of the electoral process, the role of members of Parliament, the relationship between the Government and Parliament and a greater level of coordinated consultation and communication between the Government, Parliament and civil society. The theory of change is premised on:

- A recognition that the people of Tonga, as individuals, groups and coalitions, must continue drive a better understanding of democracy; the functions of parliament and responsibilities of parliamentarians; and role of the Electoral Commission;
- An understanding that the current challenges and issues to be addressed require the formation of substantive partnerships between the Tongan Government, Parliament, Electoral Commission, civil society organisations, including the media, and development partners; and
- An understanding that external partners are able to support and help build the capacity of those working in the Parliamentary Secretariat; the Electoral Commission and civil society organisations in Tonga as well the policies, processes and procedures of these institutions.

38. The programmes theory of change articulates what success will look like in terms of a desired end point, and a set of changes that will be necessary to move towards this goal.

39. As an end point, the Kingdom of Tonga will uphold the principles of effective governance and allow women and men to fully, freely and safely participate in political, economic and social life. Reaching this ambition will take time. However the theory of change makes the case that there are a range of interventions that if effectively, sensitively and strategically implemented will, over time, build the enabling environment and individual knowledge, skills and opportunities of women and men of Tonga to progress towards this situation.

40. Change requires both underlying and direct interventions. Underlying interventions in an increased understanding and attitudinal change of women and men are necessary to ensure the success of direct interventions in the areas of improving the operational effectiveness of parliament, the electoral commission as well the institutional capacity of the civil society organisations. In combination, the interaction of underlying and direct interventions will lead to an increase in the understanding of the political reform process initiated in 2005 and the impacts these have on society and the institutions of Tonga.

41. Intersecting all interventions is the understanding that changes that bring about a better functioning democracy will involve the active engagement of both men and women and their role in the relatively newly reformed democratic parliamentary and political processes.

42. The key **underlying interventions** are:

- Changes in attitudes and capacity of members of parliament, whether they are in Government or part of the Opposition. This is necessary to underpin and support increased transparency in decisions relating to economic development opportunities.
- Increased understanding in the broader community of what the political reform process means for them as voters, community leaders and members of society. Ongoing advocacy and consultations are critical drivers of sustainable institutional change.
- Improvements in participation and decision making by women, men and young people. This will provide the foundations for building human and social capital for ensuring women, men and youth participate and contribute more fully in elections, parliamentary processes and decisions with respect to national development.

43. The key **direct interventions** are:

- Increased capacity of Members of Parliament to discharge their constitutional mandates and support national development priorities. This will provide a basis and increased opportunity for better consideration of the development process and budget with improved development outcomes, including full achievement of the MDGs.
- More effective oversight by Parliament with better functioning committees and a strengthened Secretariat. This will contribute to changed perceptions of the role and functions of Parliament in the community.
- Strengthening the Electoral Commission. To ensure the Commission continues to conduct free and fair elections, and carry out other activities, including electoral education to increase people's understanding of democracy and the role they play in national and local elections.
- Formal mechanism for more comprehensive consultations between Parliament, Government and civil society. This is expected to reduce misunderstandings and improve communications on the community needs identified by NGOs and the role of Parliament in supporting the work of NGOs
- Increased capacity of Civil Society organisations to design and deliver on-going civic education and advocacy initiatives on good governance, human rights, constitution, accountability, leadership and democratic reforms to date in Tonga; to play a constructive

role in policy and law-making by submitting informed and evidence-based recommendations to Parliament and government; and to contribute to transparent and credible electoral processes and outcomes through independent monitoring.

44. The change process highlights:

- 1) The high degree of interconnectedness within and between the various interventions: Efforts to address any of these factors in isolation are unlikely to significantly improve the understanding and operations of the reformed political processes in Tonga. Hence a key change strategy is to maximise the synergies and interconnectedness between interventions.
- 2) There will be a need for the change actions to be grounded in local knowledge and agents.
- 3) The need to address the understanding of the political reform process and its implications at different levels: “Top down” change will be required in the policy and legislative enabling environment, and “bottom up” change in the nature of the interventions at the civil society level. One will inform the other and vice versa.
- 4) Although important, outside agencies cannot impose change: Sustainable change will only be driven by indigenous agents, groups and coalitions. Outside agencies need to support, work through and otherwise build the capacity of indigenous change agents – be they parliament, government, civil society, communities or individuals.
- 5) Change will take some time to achieve if it is to be sustainable in the long term.

High Development Outcome

All Tongans participate equally and freely in political, economic and social life

The Tonga Parliament effectively represents the interests of all Tongans, ensuring accountability and transparency in national decision-making and development

Civil society organisations are able to effectively design and deliver on-going civic education programmes, represent people; independently monitor elections; and 'demand' better governance

The Tonga Electoral Commission continues to conduct free and fair elections

Tongans must continue to drive a better understanding of democracy; the functions of parliamentarians; and role of the Electoral Commission

External partners are able to support and help build the capacity of those working in Parliament, the Electoral Commission and civil society organisations as well as the processes and procedures of these institutions

Changes in attitudes and capacity of members of parliament whether they are in government or part of the opposition

Increased understanding in the broader community of what the political reform process means for them as voters, community leaders and members of society

Continued high level participation in elections and decision-making by women, men and young people

UNDP Programme

Kingdom of Tonga demonstrates and upholds the Forum Principles of Good Leadership and Accountability; protects human rights and makes available mechanisms to claim them

Increased MP capacity to discharge constitutional mandates

Strengthened parliamentary oversight functions

Increased capacity and resources of Parliamentary Secretariat

Role of MPs and Parliament is better understood by community

Joint consultation mechanisms in place for community, Government and Parliament

Civil society able to deliver effective civic education programme; advocate with duty-bearers, and monitor elections

Capacity of teachers and teacher training institutions strengthened to deliver civic education (formal & informal)

Electoral Commission conducts free and fair elections

Australia Electoral Commission support

IV. STRATEGY

45. UNDP has a strong and long-standing development partnership with the Government of Tonga and the Legislative Assembly of Tonga in particular. UNDP has been engaging with the Parliament of Tonga since July 2008 through its Preparatory Assistance Project to the Tonga Parliament. The mandate to support Tonga's Parliament is directed directly to Tonga's own national development goals, The Tonga's Strategic Development Framework 2011 - 2014 prioritises the goal to "create a better governance environment".

46. The UNDP Tonga Country Programme Action Plan 2008-12 also specifically identifies the following output: "Tongan Parliamentarians; government institutions and systems are further strengthened to enable the efficient and effective performance of oversight, accountability, legislative, representative functions including improved capacity for equitable representation and participatory democracy through civic and human rights education." Based on work with Pacific parliaments over the last decade UNDP support for the Tonga parliament will help develop national capacity for strengthening parliamentary democracy, civic education and achievement of the Millennium Development Goals.

47. Electoral Commissions are an integral component of democratic transition and governance, and are often a key entry point for broader governance efforts. In an AEC Report to AusAID in December 2010, the AEC recommended on-going support to the Tongan Electoral Commissions during the 2010–2014 election cycle, building on the strong relationship that already exists between the commissions. In line with this recommendation, with AusAID support, the AEC completed a field mission to Tonga in May 2012, to map out future support in the areas of roll maintenance, electoral education, development of planning and procedures, including transparent procedures to receive updating legislation, the introduction of an electoral management system, and support during electoral events.

48. The programme will also explore opportunities to support the outcomes of the recent National Consultation on Peace, Unity and Development in Tonga which was supported by UNDP's regional programme on strengthening capacities for peace and development (CPAD) in the Pacific. The event brought together a diverse group of people from civil society, government, church groups, the private sector and local authorities from some of the outer islands to discuss and priorities issues of national concern that affect peace, unity and stability in Tonga. Participants reached consensus on a series of priority concerns that weigh heavily on the minds of the social actors represented in this forum including: a perceive rise in violence in the society (in the family, community and schools); the lack of attention to youth needs; the neglect of the outer islands; and the disconnect between citizens and their government.

49. Participants agreed that if concrete action could be taken on these priority issues, this would help consolidate peace in Tonga in a tangible way. Participants identified a few strategic actions that could help address each of the priority issues. More importantly, the event helped all recognize that peace consolidation in Tonga is everyone's business; not the prerogative of any one government ministry or social group and that, as one participant put it, "collaboration is the password for peace and unity." In this regard, the participants made an appeal to government to commitment to involve CSOs in the development and implementation of national level policies and to construct the mechanisms that would enable more regular and on-going engagement. Participants highlighted the need for the development of a national youth policy and a juvenile justice policy and stressed the importance that these be developed through an inclusive and participatory consultation process that

included youth voices and opinions. To the extent that peace building is also about equitable development, the representatives from the outer islands noted the geographical imbalance in the development priorities, an imbalance that leaves the populations of the outer islands marginalized and vulnerable. More collaboration between the outer-islands and the government is needed to address this imbalance.

50. Civil society organisations in Tonga receive a range of assistance from AusAID and other donors and were closely involved in a public awareness program funded by Australia and New Zealand in the lead up to the 2010 elections.

51. The overall aim of this integrated programme strategy is to draw together three interrelated governance initiatives so as to avoid duplication and strengthen synergies amongst the components namely: the Parliament Strengthening Project designed by UNDP, the AEC led support provided to the Tonga Electoral Commission; and to support a strengthened role for civil society, including the private sector, in its relationship with the Parliament and Government of Tonga as well an increased role for civil society in providing civic education.

52. A key element of the integrated approach will be to ensure consistency in the development of civic education materials that will be used to create a better understanding in the community about the workings of the parliament, the role of the electoral commission and elections as well as the responsibility of civil society to help promote democracy in Tonga. An initial step in the programme's implementation will be baseline research that will form the basis for the design of the civic education materials. The baseline research will also guide how civic education will be conducted both in schools and out of schools. In this regard civic education is seen as the linchpin for the success of the programme and while included under each of the three programmes as separate activities, it will be implemented in a coordinated manner and sequenced to ensure efficiency and cost effectiveness.

53. The programme has been developed based primarily on feedback from in-country stakeholders and partners so as to ensure local ownership and close links with the activities supported by other development partners. A key element of the strategy will be to foster partnerships which will be mobilised to support implementation of this programme. Experience has shown that by placing a full-time Chief Technical Advisor (CTA) to manage the programme together with dedicated capacity with the parliament will ensure effective coordination with any offers of assistance from other agencies, to ensure they are timed and delivered so as to maximise their impact. UNDP has identified the value of promoting South-South exchanges and will continue to pursue such opportunities for the benefit of the Tongan Legislative Assembly, Electoral Commission and Civil Society.

54. The parliament support component will ensure capacity is built amongst MPs, as well as Secretariat staff and local partners, in order to (i) support the Legislative Assembly to more effectively play its oversight, representative and legislative functions and (ii) develop the public's awareness and commitment to democratic rights and responsibilities. The civic education component will aim to support the following: (i) develop CSOs capacity for civic engagement and promoting citizen's participation in parliament's legislative and oversight process; (ii) support mechanisms for more comprehensive consultations between parliament, government and CSOs; (iii) support CSOs and the education sector to develop and deliver civic education both in the formal and informal education system; and The TEC component will continue to build the capacity of the commission to review and maintain the electoral roll; develop electoral education materials for the schools and the community; and strengthen planning and management of national and local elections.

55. **Facilitating South-South experience-sharing within the Pacific:** UNDP has provided support to national parliaments in Kiribati, Solomon Islands, Marshall Islands and supported civic education and advocacy in Fiji in the recent past. One of the most successful parliament support project has been the Solomon Islands Parliamentary Strengthening Projects, which has significantly improved the capacity of the Solomon Islands Parliamentary Secretariat to service MPs. In addition, UNDP through its CAPAD programme is developing local capacities for peace and dialogue in Fiji, Tonga, PNG and Solomon Islands. Recognizing the unique and similar challenges in providing parliament support and civic education in these countries, UNDP has identified the value of promoting South-South exchanges between parliaments in Solomon Islands, Vanuatu and Tonga. Noting developments in other Pacific parliaments, UNDP will also facilitate other Pacific exchanges as appropriate between parliaments, dialogue partners and civic education providers regionally and globally.

56. To this end, the following broad strategies have been adopted for each component.

Parliamentary Strengthening Project:

Output 1: Legislative Assembly strengthened to effectively carry out its oversight, representative and legislative functions: Activity 1: Increased capacity of Members of Parliament to discharge their constitutional mandates and support national development priorities

57. This Project recognises that strengthening the capacity of MPs to effectively do their jobs is crucial to the achievement of overall outcomes of the Project. Experience has shown that this can best be done through the offering of a range of professional development opportunities for MPs, based on their own feedback/requests. In the broad, it is envisaged that MPs will be offered training to better understand and utilise parliamentary procedures, such as Question Time. Skills-based training will also be offered, on topics such as using computers, undertaking online research and reporting writing. More crucially however, the Project will facilitate training for MPs on more fundamental issues, including leadership, ethics, national visioning and development issues, including the national budget and its implications for policy formulation. This training will be directed at strengthening MPs recognition of their own role as national leaders, and exploring options for better utilising parliament as a place where all MPs can engage with national development and policy issues, including the MDGs. The training programme will be designed to draw in the inputs of key partners of Parliament, such as the Auditor General, who is responsible for working with Parliament to promote accountable financial management in Government, the Ministry of Finance and line departments principally responsible for supporting the achievement of the MDGs.

58. In order to ensure the sustainability of this professional development training, the Project will work concurrently to develop the internal capacity of the Parliamentary Secretariat to maintain the on-going coordination of such training. It is envisaged that the Secretariat will eventually administer an annual training questionnaire to MPs, which will be used to develop an annual professional development programme. The Secretariat will then work with local and international partners to coordinate the delivery of said training. In support of this professional development training, the current draft Parliamentary Handbook will also be finalised. Other resource materials for MPs will also be produced as required.

Activity 1:2: Parliament is better enabled to perform its oversight functions

Activity 1:2:1: Parliamentary Committees established, trained and regular meetings convened.

59. Throughout the Westminster world, parliamentary committees are recognised as the "workhorses" of parliament. This is where the budget is reviewed, and Bills, regulations and proposed are debated and improved. However, Tonga has a very nascent committee system, which requires priority capacity development support. The 2008 LNA also identified the need for

parliamentarians to strengthen their own capacity to engage in oversight of the Executive. To this end:

- Work will be done with MPs to specifically strengthen financial oversight by committees. The new Financial and Public Accounts Committee will be targeted for specific assistance, including budget and audit training, inquiries training and potential exchanges with similar Australian committees and/or participation in the annual Public Accounts Training offered by Deakin University. Additionally, efforts will be made to put in place institutional arrangements to strengthen the relationship between the parliament and relevant Executive agencies, including the Auditor General's office and the Ministry of Finance and National Planning;
- Work will be prioritised to support MPs to use committees to better oversight the implementation of the government's national development priorities and achievement of the MDGs. In particular, priority support will be given to the committees on Foreign Affairs, Defence and Trade, Social Services, and Environment and Climate Change. In addition to organising regular briefings on substantive development issues, the Project will facilitate strengthened relationships with key Departments of Government, as well as UN and CROP agencies working on these issues. This will ensure that coordinated messages are received by MPs, who can then more effectively identify legislative, budget and other measures which need to be progressed in order to support national development goals. It is essential the MPs capacity is built to effectively engage with these issues, rather than leaving them to be handled solely by the Executive.

Activity 1: 3: Increased capacity and support resources within Parliamentary Secretariat to support Members of Parliament

60. As noted throughout this Project Document, a well-equipped Secretariat with sufficient, skilled staff is essential if MPs are to be able to work effectively. To this end, the Project will work heavily on supporting the Speaker and Clerk to develop the capacity of the Secretariat to discharge their duties to Parliament. The 2011 Corporate Plan will be used to guide these interventions. In the broad, support activities can be categorised into 3 key sub-categories:

- Information services – The LNA identified the need to strengthen library and information/research services, as well as Hansard. It is absolutely essential that Members can access research in support of their law-making and committee work. This will be done through support for local research capacity development and improved internet access. Options will also be explored to utilise the research services of the NZ and Australian Parliaments (through the Pacific Parliaments Network) for the benefit of Tongan MPs;
- Procedural and legal support services – The LNA identified the need to train Table Officers to support the Clerk in assisting the Speaker. This may also be necessary to review the Standing Orders and Rules and the development of a Procedures Manual. Work will also be done to strengthen the legal advisory services within the Secretariat. A Parliamentary Counsel was employed using donor funding, and is now on staff. This staff member, as well as other senior staffers, will be prioritised for legal drafting training;
- Corporate services – The project will support the parliamentary organisational review, and undertake a training needs analysis as appropriate, in support of new staff. These inputs will be linked to a corporate planning process to be developed with the Clerk. With the outcomes supported by the project. The Corporate Plan identifies a number of specific corporate issues for attention, such as improved financial management and internal administration, which will also be supported.

Activity 1:4: Members of the public, including young people and women, understand their roles and the role of their MP's in a participatory & representative democracy

61. As the country moves to bed down the 2010 democratic reforms, it is particularly important that the public understand the role of Parliament. If democracy in Tonga is to become truly participatory, responsible and accountable to the people, then it is imperative that the people

themselves better understand the role of the Parliament as a national governance institution. To guide efforts to build the understanding of the public on what parliament does and what their own role in democracy is, UNDP already worked with the Tonga Parliamentary Secretariat to develop a Public Education and Outreach Strategy in 2011.

62. Support for implementation of the Public Education and Outreach Strategy comprises almost one third of the proposed budget for this Project, in recognition of the vital fact that democracy in Tonga will falter if the people do not buy into the reforms that have been enacted. The strategy prioritises a major outreach push through radio and TV programmes, to ensure messages reach all corners of the country. This is costly, but will have a major impact in terms of bringing parliamentary democracy closer to the people. Youth parliaments are also identified for support, as well as one Mock Parliament for Women, to support potential women candidates to better understand parliamentary engagement. Noting the developments in ICTs these days, multi-media approaches to learning will also be harnessed.

OUTPUT 2: Capacity of CSO's, education providers and communities strengthened for increased participation in law making, policy and oversight processes.

Activity 2:1: A mechanism for more comprehensive consultations between Parliament, Government, CSOs and the Private Sector that builds on a strengthened committee process, public consultative and parliamentary processes established

63. Building upon a strengthened committee process and public consultative processes under the parliamentary component, a formal institutional arrangement will be developed to ensure the engagement process and outcomes between the parliament, government, CSOs and the private sector is inclusive, predictable, open, transparent and participatory. Democracy is deepened when an enabling institutional and legal environment is provided for all stakeholders (CSOs, churches, constituents, registered interest groups and private sector) to fully participate in the law making, oversight and national planning and budgeting process. Some of the mechanisms to be developed include budget watch, human rights documentation and advocacy, and social accountability mechanisms as well as increased involvement of constituents in the work of parliamentary committees dealing with oversight and development such as the public accounts and climate change committees.

Activity 2:2 Capacity of CSOs including churches, youths, community based organisation strengthened to deliver an enhanced civic education programme that build communities understanding of democracy and human rights

64. On the basis of civic education and advocacy work that have been implemented by the Parliament, CSOs and Tongan National Government, an enhanced civic education programme focusing on increasing communities understanding of democracy and human rights will be developed. Initial work will focus on developing capacity of civic education providers including CSOs and teacher training institutions to develop and deliver civic education and advocacy activities including capacity to communicate, organize, analyze, negotiate and take a position on a range of issues. Capacity development plays a crucial role in enabling people to exercise their rights and is therefore at the heart of all three components of Civic Education including civic disposition, civic knowledge and civic skills. It will strengthen the administrative and substantive capacity of civic education providers so as to have an expanded pool of locally capacitated people who are capable of designing, mobilising and implementing civic education initiatives now and in the future. At the same time, a baseline research will be conducted to establish the communities' understanding of the reforms already in place and to identify key gaps, themes, issues and concept to be used for designing a civic education and advocacy curriculum.

65. A steering committee will be established to review research findings and agree on the content, coverage and schedule of civic education activities. Linkage and coordination to be provided through this output will ensure linkages are established and created between this

programme and the existing democracy, human rights and leadership forums including the Tonga National Leadership Development Forum and the civil society forum of Tonga.

Activity 2:3: Capacity of Teachers and Teacher Training Institutions Strengthened to deliver Civic Education in the formal and informal school systems

66. Drawing on the findings of the baseline research to be conducted in output 6 and with the agreement of the Ministry of Education and Training, a curriculum framework will be developed to address the teaching and learning of good governance, democracy, constitutional reform initiatives to date and human rights from forms 3-5 and forms 6-7. Curriculum materials will be developed for use by teachers in which the current Form 3-5 and forms 6-7 curriculum will be revised to more specifically have all students get solid grounding in good governance, democracy, citizenship, human rights and reform initiatives. A civic education curriculum will be developed in consultation with teacher training institutions so that teacher trainees are trained in how to teach civic education in the formal and informal school systems. Informal activities will also be designed and implemented to promote the infusion of civic education through extra-curricular programmes.

OUTPUT 3: Capacity of the Tonga Electoral Commission enhanced to ensure the effective conduct of free and fair national and local elections

Activity 3.1.1 Maintenance of Electoral Roll

Activity 3.1.2 Review of Electoral Roll

Activity 3.1.3: Electoral Education

Activity 3.1.4: Electoral Planning and Procedures

Activity 3.1.5 Electoral Legislation

Activity 3.1.6: Electoral Management System

67. Building on support already provided to the Tonga Electoral Commission by the AEC, specific additional support will be provided by the AEC together with coordinated inputs through this program to focus support on long-term electoral cycle issues. Support provided will assist the Tongan Electoral Commission to review and maintain the electoral roll to ensure it is up to date; to develop electoral education modules for schools and communities to broaden understanding of electoral matters across the general public; to strengthen election planning and procedures so the electoral commission is better placed to manage elections, including snap elections; and provide legislative support so the commission can make recommendations as appropriate for changes to electoral law. Support provided by the AEC to assist meet these objective will be provided through a pre-existing strategic partnership between AusAID and the AEC.

Integration of cross-cutting themes

68. Parliaments through their representative, legislative and oversight have their constituents mandate to promote democratic governance, human rights, gender equality and environmental concerns including compliance to international obligations at the national level. The Legislative Assembly's resolutions determine whether or not cross cutting issues of national importance are critically debated and addressed. Some of the pressing national issues include: the need to combat basic needs poverty; provide employment particularly for the growing youthful population, addressing challenges in secondary and vocational education; and reduction in the prevalence and impact of non-communicable diseases¹⁰. The recent National Consultation on Peace, Unity and Development in Tonga found the following series of priority concerns that

¹⁰ Refer to Tonga Strategic Development Framework 2011 – 2014, Ministry of Finance and National Planning Nuku'alofa

weigh heavily on the minds of the social actors represented in the forum: (i) a perceived rise in violence in the society (in the family, community and schools); (ii) the lack of attention to youth needs; (iii) the neglect of the outer islands; and (iv) the disconnect between citizens and their government. These issues are of national concern as they affect peace, unity and stability in Tonga.

69. Addressing these issues is a matter for the Government of Tonga and the Tongan Parliament to determine. By improving the support services offered to members, they can better represent their constituents; scrutinize actions of the executive, pass enabling legislation; and take collective actions for resolving these issues. At the international level these include making commitments to implement and report on MDGs; and other human rights instruments including Convention on the Rights of the Child, Convention on the Elimination of All Forms of Racial Discrimination, and the Convention on the Rights of Persons with Disabilities. Mainstreaming of activities that focus directly or indirectly on addressing cross cutting themes will be incorporated within the results and resources framework and the programme's annual work plan.
70. **Hardship and Poverty of Opportunity:** In Tonga hardship refers to living in a very difficult situation; being dependent on relatives for food, money, and shelter; and supporting too many dependents in the household. Hardship was also strongly associated with the inability to meet the family's basic needs and traditional obligations (*kavenga*) and having limited resources, particularly land. The consensus view was that hardship, rather than poverty, best described the condition in Tonga since everyone seemed to have access to food¹¹. The Programme will explore strategies to strengthen the role of the Parliamentary Office, SCOs to disseminate information on poverty and hardship and steps taken by parliament, government and CSOs in addressing these issues. During the life-span of the Programme, a technical-workshop on poverty and hardship related matters for Members of Parliament will be scheduled and will, amongst other things, provide a forum for representatives from Government; civil society; women and youth groups to present development ideas to address hardship and poverty issues.
71. **Gender and Human rights:** The Government of Tonga established the National Advisory Committee on Gender and Development in 1999 and was mandated to design and monitor Government of Tonga's Gender and Development Policy (GAD). This resulted in the launching of the GAD Policy in 2002 with specific strategies to encourage participation of women in the political, economic spheres and decision making processes at the national and local level. But while these some efforts are underway, the challenge remains a lack of resources and high level commitment to implement these activities.¹² The Programme will seek to strengthen the relationship between the Office of the Clerk, CSFT, Electoral Commission and the National Advisory Committee on Gender. Annually an event-drive activity on gender and human rights will be pursued by the CSOs and parliament component of the Tonga Governance Programme. Additionally, the Programme will also seek to increase local capacities to address gender and human rights through civic education and advocacy and through specialized training with key partners such as the Pacific Leader Programme, CSTF, women's organization, churches, members of the community, and Tonga Electoral Commission. Specific Gender and Human Rights indicators will be included in the Tonga Governance Programme.
72. **Environmental Governance and Disaster Risk reduction:** Like most Pacific Island Countries, Tonga pollution, disaster mitigation, climate change, and other global environmental management concerns. The Parliament support component is best placed to support the Office of the Clerk and the Climate Change Committee with the recruitment of a climate change

¹¹ ADB, 2004 Priorities of the Peoples: Hardship in Tonga, ADB, Manila

¹² Tonga MDG Report 2005

committee clerk, providing advice to the members, information, and research, on environmental governance and disaster risk reduction. In partnership with the Ministry of Environment and other actors in this sector, event-driven activities will be organized annually to raise the importance of environmental issues and security sector governance amongst parliamentarians, parliamentary officers and civil service.

73. Tonga Governance Programme is aligned to outcome objective 8 of the Tonga Strategic Development Plan 2011-2014 which seeks to promote Better governance, by adopting the qualities of good governance, accountability, transparency, anti-corruption, security and rule of law. UNDP's on-going engagement with Tonga in the area of good governance and human right was based on outcome 2 of the Tonga Country Programme Action Plan (CPAP) 2008 – 2012. Noting that 2012 is the final year of the current programme cycle 2008 – 2012, UNDP and the Government of Tonga through a series of on-going consultation are currently finalizing the Tonga UNDAF matrix and the United Nations Sub-Regional Programme Document. For the next UNDP programme cycle of 2013 – 2017 the Tonga Governance Programme is aligned to UNDAF outcome 5.1 as follows: "Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women's rights in line with international standards". According to the SRPD UNDP will strengthen the "Capacities of parliaments, sub-national government ministries; civil society organizations strengthened to ensure improved service delivery, inclusive decision making and promote social cohesion at community level¹³."

¹³ Refer to SRPD 2013 – 2017 Results and Resources Framework, page 8, UNDP's contribution

V. RESULTS AND RESOURCES FRAMEWORK (RRF)

This programme covers three components namely:

1. Parliament Support
2. Civic Education and Support to Civil Society
3. Support to the Electoral Commission

Intended Outcome as stated in the Country Programme Results and Resource Framework:

2.1 Kingdom of Tonga demonstrates and upholds the Forum Principles of Good Leadership and Accountability protect human rights and make available mechanisms to claim them

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Indicators:

- Parliamentarians' perception on the effectiveness of the Parliament Secretariat in providing administrative, technical and procedural support to Members
- Perception of the constituents on the effectiveness of Parliament to perform its legislative and financial oversight functions disaggregated by gender, population, & geography.
- Level of constituents understanding of the roles and functions of Parliament including their rights and civic responsibilities disaggregated by gender, population, & geography
- Percentage of constituents' participating in the law making, oversight and national planning and budgeting processes through an agreed formal engagement mechanism disaggregated by gender, population, & geography.
- Percentage of CSOs with increased capacity to design, mobilize, coordinate and deliver civic education and advocacy activities in the communities
- Level of understanding amongst students attending formal and informal schools system of democracy, human rights, civic responsibility and reforms to date disaggregated by gender, population, & geography.
- Public Perception on capacity of national electoral authority to administer free, transparent and democratic manner National and local elections disaggregated by gender, population, & geography.

Baseline:

- Limited resources and technical support capacity within the Parliamentary Office
 - Limited level of support offered to Members of Parliament
 - Parliamentary performance of financial and legislative oversight is ineffective
 - Limited understanding by the public of the roles of MPs, Parliament and voters themselves
 - Lack of formal institutional mechanisms for regularized engagement between Government, Parliament and CSOs
 - Absence of curriculum framework for addressing Civic, Democracy and Human Rights Education in formal and informal school systems
- There is a need to strengthen the technical, logistical and support capacity of the Tongan Electoral Commission
- Target: 80% of Parliamentarians are positive about the level of administrative, technical and procedural support received
- Target: At least 70% of constituents participating in the law making, oversight, budget and planning process in Tonga. By 2016.
- At least 70% of students attending formal and informal education systems are aware of democracy, human rights, civic responsibility and reforms to date.
- Target: 80% of grant recipient achieved the objectives of their projects.

Source: Legislative Needs Assessment September 2008.

Applicable Strategic Plan Outcome: Legislature and Assemblies & Civic Engagement: Corresponding MYFF Service Line: 2.2 Parliamentary Development; 2.1 Policy support for democratic

governance; 2.4 Justice & Human Rights; 2.5 E-Governance and Access to information

Partnership Strategy: Partnerships are central to the success of this project and the project the Office of the Speaker and UNDP will continue to develop partnership with a wide range of organisation. Partnership provided new opportunities for joint advocacy, programming, knowledge sharing, networking and resource mobilization. UNDP will strengthen the cooperation with the Government of the Kingdom of Tonga to promote mechanisms and fora for dialogue and interaction among national, regional, bilateral, multilateral and international development partners. Key Government partners include the Ministry of Finance, Office of the Attorney General; Office of the Auditor General; Public Service Commission; Ministry for Education; Department Women. External Partners include bilateral and international partners include: AEC, Deakin University, CDI, CPA, NZAID; AusAID, PIFS, PPAPD-FPOCC and the twinning arrangement with the Parliament of South Australia.

Project title and ID (ATLAS Award ID): 000xxxx

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output 1: Legislative Assembly strengthened to effectively carry out its oversight, representative and legislative functions</p> <p>Baseline:</p> <ol style="list-style-type: none"> No Handbook for members of Parliament Absence of substantive knowledge by MPs on development issues <p>Indicators:</p> <ol style="list-style-type: none"> 100 copies of Members' Handbook produced in English and Tongan 5 parliamentary committees received briefing on cross-cutting issues 	<p>Annual Targets</p> <p>2013</p> <ol style="list-style-type: none"> Handbook for members published Annual Briefings started <p>2014</p> <ol style="list-style-type: none"> Annual Briefings improved and continued <p>2015</p> <ol style="list-style-type: none"> Annual Briefings improved and continued <p>2016</p>	<p>Activity 1.1: Increased capacity of Members of Parliament to discharge their constitutional mandates and support national development priorities</p> <p>Activity Results 1.1.1: Capacity development workshops and resources provided to Members of Parliament</p> <p>Actions:</p> <ol style="list-style-type: none"> Revise draft handbook for Members of Parliament Attachment for Members of Parliament Recruit 3 Research Assistants to provide research and outreach support MPs to their constituents. Organise issues based or round table information sharing workshop for Members of Parliament (e.g. Poverty, hardship, gender equality, youth, environment, climate change and disaster risk reduction) Organise an annual briefing session for Members of Parliament on country's progress on National Development Plans and MDGs Organise environment and disaster risk management workshop and security sector governance workshop for MPs. Consolidate and publish legislations updates Organise workshop for MPs and district and town officers 	<p>CPA Australia/New South Wales Parliament</p> <p>National Gov't Official, UNDP and Local experts</p>	<p>Translation & Printing costs – US\$12,000</p> <p>US\$45,000 per annum x 3 = US\$135,000</p> <p>Members Services Officer – US\$30,000 (\$10,000/year)</p> <p>Annual briefing session - \$10,000</p> <p>Issues based Workshops costs: USD15,000 (5K annually)</p>
<p>Baseline:</p> <ol style="list-style-type: none"> Limited technical and administrative 	<p>Annual Target</p> <p>2013</p>	<p>Activity 1.2. Parliament is better enabled to perform its oversight functions</p>	<p>Sub-total Output 1</p>	<p>USD\$202,000</p> <p>Salary Committee Clerk –</p>

<p>support for newly established parliamentary committees</p> <p>2. Limited understanding amongst committee members of committee roles and functions.</p> <p>3. Limited women's participation in Public Hearing</p> <p>Indicators:</p> <p>1. New parliamentary committees meeting regularly and holding at least 10 public hearings annually</p> <p>2. of (tbc) high quality reports produced by committee for consideration by the parliament. (tbc) submissions provide by women to public hearings included in committee reports to Parliament</p>	<p>1. Committees trained and briefed on key issues</p> <p>2. At least 3 Committees hold hearings and produce reports</p> <p>2014</p> <p>1. At least 5 Committees hold hearings and produce reports</p> <p>2015</p> <p>2. All Committees hold hearings and produce reports</p>	<p>Activity Results 1.2.1: Parliamentary Committees established, trained and regularly meeting</p> <p>1. Recruit Committee Clerks to support 3 new Development Committees</p> <p>2. Organize workshop for Members of the new standing Committees</p> <p>3. On-going training for committee members and staff</p> <p>4. Provide on-going support for public hearings and committee reporting</p>	<p>UNDP UNFPA Co-funding</p> <p>CPA Australia; Parliament of South Australia UNDP</p> <p>CPA Australia</p>	<p>US\$66,000 (US\$22,000 per annum)</p> <p>TA & Oversight working committee workshops and meeting costs USD\$10,000</p> <p>Public hearings by committees - USD\$60,000 (\$20K per year)</p>
Sub-total Output 2				
<p>Baseline:</p> <p>1. Corporate Plan developed but not yet implemented</p> <p>2. Absence of EEO policy for Parliament Secretariat</p> <p>3. Limited infrastructure for MPs and Secretariat staff</p> <p>Indicators:</p> <p>4. At least 60% of Corporate Plan activities implemented</p> <p>5. Draft EEO strategy submitted for approval</p> <p>Secretariat resource room renovated & new computer and workstations installed</p>	<p>Annual Targets:</p> <p>2013</p> <p>1. Staff remuneration finalised</p> <p>2. Guidelines for Hansard & Style Guide developed and submitted for approval</p> <p>3. Funding proposal for renovation and extension of Parliament finalised</p> <p>2014</p> <p>4. Funds mobilised for renovation and extension of Parliament</p> <p>2015</p> <p>5. Budget proposal for Parliament staff submitted & endorsed</p>	<p>Activity 1.3. Increased capacity and support resources within Parliamentary Secretariat to support Members of Parliament</p> <p>Activity results 1.3.1: Internal organisational reform and reorganisation progressed</p> <p>Actions:</p> <p>Corporate Services</p> <p>1. Review of draft staff policy and guidelines to include sensitive Equal Employment Opportunity Policy</p> <p>2. Develop an improved staff structure and budget proposal for Parliament to move Project staff onto Parliament's establishment</p> <p>3. Provide improved office space, furniture, and equipment for Secretariat staff.</p>	<p>Office of the Speaker &</p> <p>UNDP CPA Australia</p> <p>CPA Australia UNDP</p>	<p>Workshop costs – USD2,000</p> <p>House Committee – no cost</p> <p>USD\$40,000</p>

<p>Baseline:</p> <ol style="list-style-type: none"> Limited Professional and technical support staff in Parliament Office Limited specialised training opportunities for Parliament staff <p>Indicators:</p> <ol style="list-style-type: none"> Legal Counsel recruited & trained At least 2 targeted training organized for Parliament Staff At least 50% of new staff recruited (4) to be women to provide timely and quality support to MPs 	<p>Annual Targets</p> <p>2013</p> <ol style="list-style-type: none"> Training for Table officers Computers, workstations and other IT installed Parliament website updated <p>2014:</p> <ol style="list-style-type: none"> Clerk of Committee approved & established Training for Hansard and library staff completed Renovation of members offices completed; Document & records management and security system put in place IT & Research training workshop for Parliament Staff conducted <p>2015</p> <ol style="list-style-type: none"> On-going training programme for staff 	<p>Activity Results 1.3.2: Capacity of Secretariat to provide services to Members improved</p> <p>Procedural services</p> <ol style="list-style-type: none"> Training parliamentary procedure staff for effective running of House during sittings of Parliament Training and/or short-term attachment for Table Officers <p>Information services</p> <ol style="list-style-type: none"> Recruit IT & graphic design staff Organise basic IT training for MPs Develop ICT policy and legislation Organise specialised training on (i) Information Technology – word & excel (ii) research (iii) Report Writing workshop for Parliament Staff. Train current IT Staff to provide research support Arrange attachment for IT staff (e.g. with South Australia Parliament) Establish information management system for record/legislation; keeping and Training for Library staff on record keeping data storage, information management. Specialised training on registry filing system and review of filing system <p>Hansard services</p> <ol style="list-style-type: none"> Specialised training – editing, compiling and reporting on website and/or attachment for Hansard staff provided Purchase of heavy duty photocopier Improve Hansard processes & obtain endorsement from Speaker / House Committee <p>Technical Training</p> <ol style="list-style-type: none"> Technical training and attachment for Parliamentary Officers. 	<p>CPA Australia, Parliament of South Australia</p> <p>CPA Australia</p> <p>SPC-ICT</p> <p>CPA Australia</p> <p>CPA Australia</p> <p>SPC-ICT</p> <p>CPA Australia; Parliament of South Australia or UNDP</p> <p>UNDP Parit. Advisor</p>	<p>Training cost Travel; DSA materials - US\$10,000</p> <p>Salary for IT Staff US\$45,000 (US\$15,000 annually) ,</p> <p>Set up information management system and training for staff to maintain the information management system USD15,000</p> <p>US\$15,000</p> <p>Training cost Travel; DSA materials - USD\$10,000</p> <p>\$15,000 – photocopier</p>
<p>Baseline:</p>	<p>Annual Target</p>	<p>Activity 1. 4. Members of the public, including young people</p>	<p>Sub-total Output</p>	<p>USD\$152,000</p>

<p>1. Public Education and Outreach Strategy developed but not implemented</p> <p>2. Limited understanding amongst constituents of Parliamentary functions.</p> <p>3. Limited Support for women's participation in politics</p> <p>Indicators:</p> <p>1. Parliament outreach program carried in Nukualofa and other islands</p> <p>2. At least 80 % of targeted communities (women, men) with increased understanding of Parliamentary functions.</p> <p>3. At least 2 workshops /training and mentoring to be conducted for at least 50% women leaders and women/youth aspiring candidates prior to national elections</p>	<p>2013</p> <p>1. Recruitment of Public Outreach Officer</p> <p>2. Development of TV and radio programmes</p> <p>3. Establishment of Youth Parliament</p> <p>2014</p> <p>4. Implement communications and outreach strategy</p> <p>5. Youth Parliament</p> <p>6. Mock Parliament for Women</p> <p>2015</p> <p>7. Implement communications and outreach strategy</p> <p>8. Youth Parliament</p>	<p>and women, understand their roles and the role of their MP's in a participatory & representative democracy</p> <p>Activity results 1.4.1. Public outreach and advocacy services</p> <p>1. Recruitment of Education Officer</p> <p>2. Implement communications and outreach strategy for Parliament</p> <ul style="list-style-type: none"> • Television programmes (Panel discussions, DVDs, pre-recorded TV education and schools programme) • Radio programmes (summaries of parliamentary deliberation, live broadcast of proceedings, IT-related costs, Q&A programmes, prizes for quiz) <p>3. Organise 3 x Parliament Week (television programmes, radio talkback, advertising, essay competition, Open Day)...</p> <p>4. Coordinate awareness-raising activities with schools (through school visits, curriculum inclusion, oratory contests etc)</p> <p>5. Supporting Teacher Training for Civic Education</p> <p>Activity Results 1.4.2 Provide Advocacy and Support to Strengthen Women and Youth Participation in Parliament</p> <p>1. Support to 2 x National Youth Parliaments</p> <p>2. Support for Practice Parliament for Women</p> <p>3. Training for women on election campaign and mentoring</p> <p>4. Website development and updating</p> <p>5. Quarterly newsletters</p>	<p>UNDP Sect Communication Officer</p>	<p>Education Officer: US\$66,000 (\$22K annually)</p> <p>Parliamentary outreach activities USD\$105,000 (USD\$35,000 per year)</p> <p>USD\$21,000 (\$7,000 per year)</p> <p>USD\$45,000 (\$15,000 per year)</p> <p>USD\$50,000</p> <p>USD\$15,000</p> <p>US\$18,000</p> <p>US\$15,000</p>
<p>Output 2: Capacity of CSOs, education providers and communities strengthened for increased participation in law making, policy and oversight processes</p>		<p>Sub-total Output</p> <p>USD\$335,000</p>		<p>Office of the Speaker &</p>
<p>Baseline:</p> <p>1. Lack of evidence base research of community perceptions on and understanding of the reforms so far introduced into Tonga</p> <p>2. Lack of mechanisms for regularized</p>	<p>Annual Targets:</p> <p>2013</p> <p>1. Mapping completed</p> <p>2. Draft options for strengthening committee process completed</p> <p>3. EOI for CSOs completed</p>	<p>Activity 2.1: A Formal mechanism for more comprehensive consultations between Parliament and Government and CSOs that builds on a strengthened committee process, public consultative and parliamentary processes established</p> <p>Activity results</p> <p>2.1.1.1: Improved understanding amongst CSOs on the</p>	<p>AusAID; UNDP; CSFT</p>	

<p>engagement between Parliament and constituents.</p> <p>3. Lack of social accountability and budget watch mechanisms</p> <p>Indicators:</p> <ol style="list-style-type: none"> 1. Adoptions of New Curriculum for secondary Schools forms 4-7 on democracy and human rights 2. Formal mechanisms for participatory engagement between Parliament and constituents developed and endorsed by stakeholders with equal participation of men and women in the design process. 3. Develop and endorse a social accountability and budget watch mechanisms 	<p>4. CSO selected</p> <p>2014</p> <ol style="list-style-type: none"> 1. Review and discuss options and agree on formal mechanisms 2. Mentor/mentee programme implemented 3. CSO training programs designed and implemented 4. Position paper on Budget watch mechanisms developed 5. Position paper on social accountability developed <p>2015</p> <ol style="list-style-type: none"> 1. Social accountability & budget mechanisms approved and implemented 2. CSOs making formal submissions to the Parliament and Government through the formal engagement mechanisms <p>2016</p> <ol style="list-style-type: none"> 1. Review of formal mechanisms and amendments made where if required 	<p>government and parliament's review and approval process for policies and legislation</p> <p>Actions:</p> <ol style="list-style-type: none"> 1. Conduct a mapping exercise on process and policies on access to information of Government and Parliamentary processes for preparation of legislation, the national strategy and budget to identify key opportunities for engagement with CSO. 2. Review and propose options for strengthening committee arrangements and public hearings (reference output 2 in Parliament Support Component). 3. Discuss and agree on appropriate formal mechanisms for regular engagement building through the existing committee process 4. Establish a mentor/mentee program for MPs which could include the appointment of research graduates for MPs <p>Activity Results 2.1.2: Capacity of CSOs developed to review and formulate responses to proposed policies and draft bills.</p> <ol style="list-style-type: none"> 1. Conduct public relations and media coverage of the CE programme so as to increase CSOs understanding of programme 2. Call for expression of interest amongst CSOs for and selected CSOs to be engaged in CE and Advocacy 3. Select CSOs on the basis of geographical and thematic coverage 4. Conduct training for CSOs on how to do policy analysis and budget analysis and how to draft submission to government and parliament. 5. Conduct training on Issues-based civic education and/or 	<p>Consultant – US\$20,000</p> <p>Validation workshop – US\$5,000</p> <p>3 Research Graduates/Assistants –US\$45,000 per annum x 3 = US\$135,000) (These GAs will work with CSOs and be trained on research and analysis, how to support public outreach and advocacy from CSOs and ensuring linkages to Parliament civic education).</p> <p>PR and media costs – US\$10,000</p> <p>Advertisement & Publication costs – US\$5,000</p> <p>4 National workshops and training Activity 4: US\$58,000 (Travel, workshop, publication costs)</p> <p>4 National workshops and training Activity 5: US\$58,000 (Travel, workshop, publication costs)</p>
--	---	--	---

		<p>advocacy for civil society organization including the media and parliamentarians on issues such a women's participation in politics and leadership roles; potential for further reforms of the political and governance processes including leadership code or code of conduct for parliamentarians.</p> <p>6. Develop appropriate human rights, social accountability and 'budget watch' mechanisms to increase options for more methodically holding the government and parliament to account</p> <p>7. Validate and Implement budget watch and social accountability mechanisms in Tonga</p>		<p>Meetings and travel costs, short term consultant – US\$10,000</p> <p>Validation and implement costs – US\$10,000 (Budget watch Mechanisms)</p>
Subtotal: US\$311,000.00				
<p>Baseline:</p> <ol style="list-style-type: none"> Limited baselines information on the level of community understanding of democracy, human rights, and process of reform to date Absence of civic education curriculum, trainers/manual with common themes/messages for civic education and advocacy in the communities Existing CSOs use various methods and medium for civic delivering civic education and advocacy Limited understanding amongst CSOs on the newly designed CE and Advocacy curriculum 127 public awareness workshops conducted on political reform in 5 districts (islands) 1,777 males and 825 females participated in the face-to-face workshops 	<p>Annual Targets:</p> <p>2013</p> <ol style="list-style-type: none"> TOR developed and baseline research completed Steering committee established to review findings and make recommendations to curriculum designers <p>2014</p> <ol style="list-style-type: none"> Design of curriculum completed and pre-tested materials Printing and publications of Actual CE delivery started CE facilitators trained and certified CE facilitators delivering CE in communities <p>2015</p> <ol style="list-style-type: none"> CE and advocacy continue 	<p>Activity 2.2: Capacity of CSOs including churches, youths, community based organisation and formal education providers strengthened to deliver an enhanced civic education programme that build communities understanding of democracy and human rights</p> <p>Activity results 2.2.1: Evidence-based research finding used to design CE curriculum</p> <p>Actions:</p> <ol style="list-style-type: none"> Develop terms of reference, identify local partners and strengthen local capacity to undertake research and analysis. Conduct baseline research and analysis to identify community understanding of democracy, human rights and the process of reform to date (potentially to be implemented through PLP) and include appointment of research mentors to work with locals in conducting the research. Establish a steering committee to review research findings and based on the research, agree on content and coverage and propose schedule of civic education activities (build on existing Tonga National Leadership Development Forum). 	<p>AusAID; UNDP; CSFT, CSOs; CTA</p> <p>AusAID; UNDP; CSFT, CSOs; CTA</p>	<p>Baseline Research consultant – US\$20,000</p> <p>Stakeholder workshops to review research findings and outline content - 3 workshops @ US\$5K = US\$15,000</p> <p>Design and draft of curriculum</p>

<p>7. 50 TV and radio broadcast on political reform delivered over 5 months.</p> <p>Indicators:</p> <ol style="list-style-type: none"> 1. Baselines research report completed and submitted to steering committee for review and approval 2. Civic Education and advocacy curriculum and trainers manual developed and approved by steering committee 3. Appropriate methods designed and mechanisms for delivery of CE and Advocacy identified 4. Inception workshops and training conducted for community CE and Advocacy facilitators 5. Conduct 200 public awareness workshops on civic education and advocacy in 5 districts (islands) 6. At least 60% of women and youths who participate in the face-to-face workshops on civic education and advocacy have better understanding of human rights, democracy and reforms to date. 7. 100 TV and radio broadcast programs on civic education and advocacy. 	<p>2. Training and certification of CE facilitators continue</p> <p>2016</p> <ol style="list-style-type: none"> 1. All islands have certified CE facilitators 2. All activities to be completed by 2016. 	<p>Activity Results 2.2. 2 Civic Education materials developed, trailed and appropriate delivery methods identified</p> <ol style="list-style-type: none"> 1. Design of CE and advocacy materials on the basis of outlined agreed in 3 above 2. Civic education activities to be developed/ revised annually with common messages, with themes that address the need of parliament, civil society and the electoral commission 3. Identify and agree on types of publications eg: brochures, manuals, charts, posters, stickers etc to be used for CE and advocacy activities 4. Printing and publication costs for assorted materials 5. Identify mechanisms for delivering civic education including use and training of the media (TV, press) 6. Provide appropriated training for the media 7. Train community civic education and advocacy facilitators to deliver civic education 	<p>materials – US\$30,000 (designers costs)</p> <p>3 Annual review workshop US\$15,000</p> <p>Printing and publications costs for assorted materials in colour US\$100,000</p> <p>Targeted training – US\$10,000</p> <p>National training and certification for community facilitators and CSOs reps cost – US\$85,000</p>
Subtotal: US\$275,000			
<p>Baseline:</p> <ol style="list-style-type: none"> 1. Absence of teaching and learning materials and teacher's manual and students guide on civic education, democracy and human rights. 	<p>Annual Targets:</p> <p>2013</p> <ol style="list-style-type: none"> 1. Ensure TOR for baseline research captured the information need for this 	<p>Activity 2.3: Capacity of Teachers and Teacher Training Institutions Strengthened to deliver Civic Education in the formal and informal school systems</p> <p>Activity results 2.3.1. Civic Education themes identified and</p>	<p>AusAID, UNDP, Ministry of Education,</p> <p>Workshop costs – US\$5,000</p>

<p>2. Limited capacity within teacher training institutions to teach CE and advocacy</p> <p>3. Existing teachers have limited understanding of civic education</p> <p>4. 2,018 males and 2,228 females participated in public awareness programme on political reform in school assemblies.</p>	<p>output.</p> <p>2. Ensure steering committee membership include Ministry of Education and curriculum Development Unit</p> <p>2014</p> <p>1. CDU and curriculum drafters identify themes and draft materials for trial</p> <p>2. Trial undertaken and necessary revisions to the curriculum completed</p> <p>3. In-service training for teachers started</p> <p>4. Modules for tertiary training institutions developed and approved</p> <p>5. Printing of materials completed</p> <p>2015</p> <p>1. In-service training completed</p> <p>2. revised curriculum and rolled out in schools</p> <p>2016</p> <p>1. National coverage of new curriculum in formal and non-formal school systems</p>	<p>resource materials developed</p> <p>Actions:</p> <p>1. Identify themes for teaching and develop scope and sequence for implementation in formal and informal school systems through relevant subjects</p> <p>2. Identify entry points for infusion of civic education in other taught subjects other than social sciences.</p> <p>3. Develop draft curricula have them trialled/pre-tested, evaluated and necessary adjustments made to meet Tonga's CE requirements.</p> <p>4. Develop curriculum materials for use by teachers in which the current Form 3-6 and form 7 curriculums will be revised to more specifically have all students get good grounding in good governance issues.</p> <p>5. Printing and distribution of revised curriculum and teaching and learning materials for forms 3 – 7.</p> <p>Activity Results 2.3.2 Capacity of Teachers developed to deliver civic education in schools TVET colleges</p> <p>1. Provide in-service training for current teachers on how to teach civic education modules across subjects – infusion approach.</p> <p>2. Develop pre-service modules for tertiary/teacher training institutions/colleges including TVET colleges</p> <p>3. Introduce civic education curriculum for teacher training institutions</p> <p>4. Conduct informal activities to promote agreed civic education messaged through extra-curricular programmes</p>	<p>TVET and Teacher training institutions; Curriculum Development Unit</p>	<p>Curriculum writing/design/revision costs – US\$20,000</p> <p>Colour Printing and publication & or assorted materials and distribution costs – US\$100,000</p> <p>In-services training workshop costs – US\$30,000</p> <p>Design costs – US\$20,000</p> <p>Extra-curricular: - US\$15,000</p>
<p>Subtotal: US\$190,000</p>				
<p>Output 3: Capacity of Tonga Electoral Commission enhanced to ensure the effective conduct of free and fair national and local elections</p>				
<p>Baseline: No agreement between the National ID</p>	<p>Targets: Service Level Agreement</p>	<p>Activity 3.1.1.(a): Maintenance of Electoral Roll Monthly meetings with National ID Card office to monitor</p>	<p>TEC AEC</p>	<p>AEC assistance - 1 officer up to 10 days</p>

<p>Card Office and the TEC with regard to the production and maintenance of the ID card, and the electoral roll</p> <p>Indicators: Annual electoral roll available at TEC for public inspection. Reports available showing the additions, deletions and changes to the roll</p>	<p>established; 2013/2014</p> <p>Town and District Rolls produced on correct boundaries 2013</p> <p>Provisional roll for national elections produced in May 2014</p> <p>Final roll for national elections produced in Nov 2014</p>	<p>additions, deletions and changes to the electoral roll</p> <p>Methodology established for removing deaths from the roll</p> <p>Methodology established for the production of annual, provisional and final parliamentary rolls.</p> <p>Methodology established for the production of rolls for the District and Town Council elections.</p> <p>Targeted review of electoral enrolments and public awareness campaign</p>		
<p>Baseline: No clear indication on public's participation in maintaining ID cards</p> <p>Indicators: Review of villages undertaken</p> <p>Public awareness campaign carried out</p>	<p>Targets: Increased enrolment of eligible voters 2013 (before town and district elections)</p>	<p>Activity 3.1.2.1 (b): Review of Electoral Roll Review of villages to determine indication on public's participation in maintaining ID cards</p> <p>Public awareness campaign to encourage eligible voters to enrol</p>	<p>TEC AEC</p>	<p>AEC assistance 1 officer up to 10 days</p>
<p>Baseline: Limited electoral education carried out (in form 2) between elections</p> <p>Indicators: Electoral education delivered to target groups throughout the election cycle</p>	<p>Targets: Education modules (for schools and civic education) developed, 2013</p> <p>Electoral education being carried out to Form 2 students in high school, and communities in conjunction with the broader civic education program, 2013 onwards</p>	<p>Activity 3.1.3: Electoral Education AEC and TEC develop two branded education modules (schools and civic education)</p> <p>AEC and TEC to conduct a BRIDGE workshop to develop the curriculum followed by a Train the Trainers and pilot to assess the training delivery for accuracy and branding</p> <p>Education activities carried out in schools and in communities (UNDP to coordinate with other parts of program)</p>	<p>TEC UNDP AEC</p>	<p>AEC assistance for curriculum development 1 officer up to 20 days</p> <p>Printing and publications (UNDP) US\$80,000</p>
<p>Baseline: Limited election planning and procedures in place</p>	<p>Targets: Parliamentary election plan, Snap parliamentary election plan, and town and district election plan developed, 2013</p>	<p>Activity 3.1.4: Electoral Planning and Procedures AEC works with TEC to develop a costed parliamentary election plan, snap election plan, town and local election plan</p>	<p>TEC AEC</p>	<p>AEC assistance for election planning and procedures (One officer up to 20 days over 2 trips</p>

<p>Indicators: Completed plan with funding and timelines approved</p> <p>Election procedures developed for tasks outlined in the election plan</p>	<p>Election Plan is costed and submitted to finance for budgeting purposes, /2014</p> <p>Electoral Procedures and Manuals developed, /2014</p>	<p>Activity 3.1.5 Electoral Legislation A legislative drafter works with the TEC to review and revise the Electoral Act</p>	<p>TEC UNDP</p>	<p>Legislative drafter and travel costs US\$10,000</p>
<p>Baseline: Insufficient electoral act</p> <p>Indicators: Revised Electoral Act, passed by Parliament</p>	<p>Targets: Tongan Electoral Act reviewed and updated against recommendations, and passed by parliament, 2013</p>	<p>Activity 3.1.6: Electoral Management System Electoral Management System (a database tool for electoral administrators to manage information) installed and training provided to TEC staff</p>	<p>AEC</p>	<p>AEC assistance 1 officer up to 15 days</p>
<p>Baseline: No automatic electoral management system database in place</p> <p>Indicators: Electoral Management system installed</p>	<p>Targets: Electoral management system in place and training provided to staff, 2014/2015</p>	<p>Activity 3.1.7 : AEC Assistance during General Elections AEC provides 3 officers for up to 3 weeks to provide support to the TEC for the election event. AEC officers will be placed on Tongatapu, Ha'apai and Vava'u. Missions will include up to 3 days for orientation and guidance, and up to 4 days upon return to assist with reports, recounts, materials and debriefs.</p>	<p>AEC</p>	<p>AEC assistance (3 officers for up to 3 weeks for the district and town elections, and the general election)</p>
<p>Baseline: No AEC support during election event</p> <p>Indicators: AEC support during election event</p>	<p>Targets: Support provided to the TEC for the general election</p>	<p>Activity 3.1.8 AEC Assistance during District and Town Elections AEC provides 3 officers for up to 3 weeks to provide support to the TEC for the district and town elections. AEC officers will be placed on Tongatapu, Ha'apai and Vava'u. Missions will include up to 3 days for orientation and guidance,</p>	<p>AEC</p>	<p>AEC assistance (3 officers for up to 3 weeks for the district and town elections, and the general election)</p>

<p>Baseline: No backup system or server.</p> <p>Indicators: A back up computer system and shared networking system installed</p>	<p>Targets: Network designs server, router and backup system installed, 2013</p>	<p>and up to 4 days upon return to assist with reports, recounts, materials and debriefs.</p> <p>Activity 3.1.9: Provision of equipment TEC provided with a server, router and backup system (AEC to be consulted so that hardware is compatible with the Election Results System and that it is setup prior to the implementation of the ERS).</p>	<p>TEC UNDP</p>	<p>Equipment UNDP US\$50,000</p>
<p>Subtotal US\$140,000.00</p>				
<p>Output 4: Programme Efficient and effectively managed</p>				
<p>Baseline:</p> <ol style="list-style-type: none"> 1. Need for flexibility and responsive funding for strengthening governance institutions & processes in Tonga 2. Programme requires a project Management Unit 3. Capacity Assessment for project implementation report 2008 4. Tonga LNA report 2008 5. Programme Operations Policies and Procedures. <p>Indicators:</p> <ol style="list-style-type: none"> 1. Criteria for fund approved and funds disbursed to implementing partners. 2. Programme management Unit Established and staffed 3. Financial and narrative reports shows quality of deliverables and accountability for resources 4. Risks and issues logs are regularly updated 5. Quarterly reports submitted to country office for review 	<p>Annual Target</p> <p>2013</p> <ul style="list-style-type: none"> - Hire of Programme staff - Establishment of a Board - Management services fees agreement finalised <p>2014:</p> <ul style="list-style-type: none"> - TPR - Quarterly Reports - Annual Reports <p>2015</p> <ul style="list-style-type: none"> - Evaluation of Project - TTPR Report - Programme Closure <p>2016</p>	<p>Activity Results 4.1 Governance Institutions and Processes strengthened</p> <ol style="list-style-type: none"> 1. Grants to Strengthen Governance Institutions and Processes <p>Activity results 4.2: Programme managed and Implemented effectively</p> <ol style="list-style-type: none"> 1. Recruit Programme Coordinator 2. Recruit Parliamentary Specialist 3. Recruit civic education and advocacy specialist 4. Establish Project Management Unit (1 Project Assistant) 5. Training for Parliament Staff on UNDP project management guidelines and reporting requirements 6. Hands on training between project manager and selected staff of Parliamentary Offices 7. Contribution to Rental Office Space for PMU in JP Office 8. Recruit Programme Associate 9. Recruit a Monitoring and Evaluation expert <p>Activity Results 4.3: Project Results, Issues and Risks tracked and monitored in ATLAS</p> <ol style="list-style-type: none"> 1. Quarterly Narrative and Financial reports submitted to Project Board 2. Programme Board meetings conducted 3. Quarterly narrative and financial reports prepared and distributed to project Board and MCO. 	<p>Office of the Speaker & UNDP</p>	<p>(75,000 per annum x 4 = \$300,000)</p> <p>Programme Coordinator 70,000 x 4 yrs = US\$280,000</p> <p>Parliamentary Specialist US\$210,000 (70K annually for 3 years or short-term TA option).</p> <p>CE Specialist US\$280,000 (70K annually for 4 years).</p> <p>Programme Associate Salary: US\$60,000 (15K annually)</p> <p>US\$24,000 (6K annually Office Space rental contribution)</p> <p>Short term M& E Consultant :(US\$15,000)</p> <p>training for Project staff US\$5,000</p>

	<p>4. MCO in country travel for CPAP Board meeting, TPR and TPR meetings and monitoring mission.</p> <p>5. Final Programme evaluation conducted</p> <p>6. Perception Index Study conducted</p>	<p>Project monitoring visit by UNDP Country Office: USD\$25,000</p> <p>Final Programme evaluation - USD\$10,000</p> <p>Perception Index Study US\$20,000</p> <p>Audit: USD\$3,000</p>
Sub-total Output		USD\$1,232,000.00
SUB TOTAL		USD\$2,973,000.00
	<p>Project Communication Advocacy Management services</p> <p>1. Comms and advocacy & sharing of best practice and lessons learnt: one percent</p> <p>2. GMS cost of seven (7) percent</p>	<p>US\$29,730.00</p> <p>US\$208,110.00</p>
TOTAL PROJECT BUDGET		USD\$3,210,840.00

VI. TONGA GOVERNANCE PROGRAMME ANNUAL WORK PLAN 2013

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description
with annual indicators and targets against planned activities	List all activities including M&E to be undertaken during the year towards stated Agency 2012 output or Biennium Expected Result							
5 YEAR OUTPUT CPAP Output 2008 – 2012: 2.1.1 Improved capacity of national parliaments and government institutions and systems 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	<p>Programme Output 1: Output 1: Legislative Assembly strengthened to effectively carry out its oversight, representative and legislative functions</p> <p>Activity Results 1.1.1: Capacity development workshops and resources provided to Members of Parliament</p> <p>Actions:</p> <ol style="list-style-type: none"> 1. Revise and publish handbook for Members of Parliament. 2. Recruit 3 Research Assistants to provide research and outreach support MPs to their constituents. 3. Organise an annual briefing session for Members of Parliament on country's progress on National Development Plans and MDGs <p>Activity 1.2. Parliament is better enabled to perform its oversight functions</p> <p>Activity Results 1.2.1: Parliamentary Committees established, trained and regularly meeting</p> <ol style="list-style-type: none"> 4. Recruit Committee Clerks to support 3 new Development Committees 5. Organise quarterly committee briefs for committee members 6. Conduct 10 Public Hearings <p>Activity 1.3. Increased capacity and support resources within Parliamentary Secretariat to support Members of Parliament</p>	X				Office of the Speaker & UNDP	72510 Translation & Publication	US\$12,000
<p>Baselines:</p> <ol style="list-style-type: none"> 1. No Handbook for members of Parliament 2. Limited technical and administrative support for newly established parliamentary committees 3. Absence of EEO policy for Parliament Secretariat 4. Limited infrastructure for MPs and Secretariat staff 5. Limited Professional and technical support staff in Parliament Office 6. 100 copies of MPs handbook printed 		X				TBC	71400 Salary (15k each per annum)	US\$45,000
Output Indicators for planned activities 2013:		X	X	X	X		72700 Hospitality	US\$5,000
							71400-Salary Committee Clerk 72700	S\$22,000
							- Meeting/Hospitality	US\$20,000

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
<p>with annual indicators and targets against planned activities</p> <p>and both English and Tongan;</p> <p>2. Quarterly briefings conducted for committees and MPs on committee roles and development issues.</p> <p>3. Committee Clerk, Research Assistants and IT staff recruited.</p> <p>4. Committees producing well-informed, high quality reports for consideration by the whole House</p> <p>5. # of submissions provided by women during public hearings included in committee reports presented to Parliament for consideration.</p> <p>6. At least 40% of women and youth members participate in public hearings in the constituents.</p> <p>7. EEO strategy drafted & submitted for approval</p> <p>8. MPs resource room renovated & new computer and workstations installed</p> <p>9. Parliament outreach program carried in Nukualofa and other islands</p> <p>10. # of communities and participants disaggregated by sex and geographical locations</p> <p>Target for 2013 MPs handbook published; all staff recruited; EEO Policy approved; 5 specialized briefing conducted for MPs/Committees; office equipment and</p>	<p>List all activities including M&E to be undertaken during the year towards stated Agency 2012 output or Biennium Expected Result</p> <p>Activity results 1.3.1: Internal organisational reform and reorganisation progressed</p> <p>Actions:</p> <p>Corporate Services</p> <p>7. Review of draft staff policy and guidelines to include sensitive Equal Employment Opportunity Policy</p> <p>8. Develop an improved staff structure and budget proposal for Parliament to move Project staff onto Parliament's establishment</p> <p>9. Provide improved office space, furniture, and equipment for Secretariat staff including parliamentary Specialist.</p> <p>Activity Results 1.3.2: Capacity of Secretariat to provide services to Members improved</p> <p>Procedural services</p> <p>10. Training parliamentary procedure staff for effective running of House during sittings of Parliament</p> <p>11. Training and/or short-term attachment for Table Officers</p> <p>Information services</p> <p>12. Recruit IT & graphic design staff</p> <p>13. Organise basic IT training for MPs</p> <p>14. Develop ICT policy and legislations.</p> <p>Activity 1.4. Members of the public, including young</p>	X	X	X	X			<p>USD\$5,000</p> <p>House Committee – no cost</p> <p>USD\$30,000</p> <p>72200 Equipment/Furniture</p> <p>USD\$5,000</p> <p>USD\$5,000</p> <p>US\$15,000</p> <p>US\$5,000</p>	
								TBC	

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
with annual indicators and targets against planned activities furniture installed; at least 50% of women and youths participate in public hearings and submissions 1 national youth parliament conducted.	<p>List all activities including M&E to be undertaken during the year towards stated Agency 2012 output or Biennium Expected Result</p> <p>people and women, understand their roles and the role of their MP's in a participatory & representative democracy</p> <p>15. Implement communications and outreach strategy for Parliament.</p> <p>16. Television programmes (Panel discussions, DVDs, pre-recorded TV education and schools programme)</p> <p>17. Radio programmes (summaries of parliamentary deliberation, live broadcast of proceedings, IT-related costs, Q&A programmes, prizes for quiz)</p> <p>18. Organise 3 x Parliament Week (television programmes, radio talkback, advertising, essay competition, Open Day)_</p> <p>Activity Results 1.4.2 Provide Advocacy and Support to Strengthen Women and Youth Participation in Parliament</p> <p>19. Support 1 National Youth Parliaments</p> <p>20. Website development and updating</p>					Speaker, Clerk, National Youth Council		Parliament Outreach Programme costs Parliament week expenses Youth Parliament expenses - 72700 Meeting/Hospitality - Travel 71610	US\$35,000 UD\$7,000 US\$25,000
Output 1 Sub Total									US\$236,000.00
Baselines									
1. Lack of evidence base research of community perceptions on and understanding of the reforms so far introduced into Tonga									
2. Lack of mechanisms for regularized									

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description
with annual indicators and targets against planned activities	<p>engagement between Parliament and constituents.</p> <p>3. Lack of social accountability and budget watch mechanisms</p> <p>4. Absence of civic education curriculum with common themes/messages for civic education and advocacy in the communities</p> <p>5. Existing CSOs use various methods and medium for civic delivering civic education and advocacy</p> <p>6. Limited understanding amongst CSOs on the newly designed CE and Advocacy curriculum and program</p> <p>7. Absence of teaching and learning materials on civic education, democracy and human rights.</p> <p>Output indicators for planned activities 2013</p> <p>1. Baselines research report completed and submitted to steering committee for review and approval</p> <p>2. Formal mechanisms for participatory engagement between Parliament and constituents developed and endorsed by stakeholders with equal participation of men and women</p> <p>3. Social accountability and budget watch mechanisms developed and</p>							
	<p>List all activities including M&E to be undertaken during the year towards stated Agency 2012 output or Biennium Expected Result</p> <p>parliamentary processes established</p> <p>Activity results 2.1.1: Improved understanding amongst CSOs on the government and parliament's review and approval process for policies and legislation</p> <p>Actions:</p> <p>1. Conduct a mapping exercise on process and policies on access to information of Government and Parliamentary processes for preparation of legislation, the national strategy and budget to identify key opportunities for engagement with CSO.</p> <p>2. Review and propose options for strengthening committee arrangements and public hearings (reference output 2 in Parliament Support Component).</p> <p>3. Discuss and agree on appropriate formal mechanisms for regular engagement building through the existing committee process</p> <p>4. Develop appropriate human rights, social accountability and 'budget watch' mechanisms to increase options for more methodically holding the government and parliament to account</p> <p>Activity 2.2: Capacity of CSOs including churches, youths, community based organisation and formal education providers strengthened to deliver an enhanced civic education programme that build communities understanding of democracy and human rights</p> <p>Activity results 2.2.1: Evidence-based research finding used to design CE curriculum</p> <p>1. Develop terms of reference, identify local partners</p>		X	X	X		Workshop Hospitality 72700	US\$5,000
			X	X	X		Workshop Hospitality 72700 & Travel - 71600	US\$5,000
			X	X	X		71600- Travel 71200 - Int. Consultant	US\$20,000
			X	X	X		Workshop Hospitality 72700	US\$5,000

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Source of Funds	Amount
<p>List all activities including M&E to be undertaken during the year towards stated Agency 2012 output or Biennium Expected Result</p> <p>and strengthen local capacity to undertake research and analysis.</p> <p>2. Recruit Research Assistants</p> <p>3. Conduct baseline research and analysis to identify community understanding of democracy, human rights and the process of reform to date (potentially to be implemented through PLP) and include appointment of research mentors to work with locals in conducting the research</p> <p>4. Establish a steering committee to review research findings and based on the research, agree on content and coverage and propose schedule of civic education activities (build on existing Tonga National Leadership Development Forum).</p> <p>Activity Results 2.2.2 Civic Education materials developed, trailed and appropriate delivery methods identified</p> <p>5. Design of CE and advocacy materials on the basis of outlined agreed in 3 above</p> <p>6. Identify and agree on types of publications eg: brochures, manuals, charts, posters, stickers etc to be used for CE and advocacy activities</p> <p>7. Printing and publication costs for assorted materials</p> <p>8. Identify mechanisms for delivering civic education including use and training of the media (TV, press)</p> <p>Activity 2.3: Capacity of Teachers and Teacher Training Institutions Strengthened to deliver Civic Education in the formal and informal school systems</p> <p>Activity results 2.3.1. Civic Education themes identified</p>	<p>approved.</p> <p>4. Civic Education and advocacy curriculum developed and approved by steering committee</p> <p>5. Appropriate methods designed and mechanisms for delivery of CE and Advocacy identified</p> <p>6. Inception workshops and training conducted for community CE and Advocacy facilitators</p> <p>7. # teaching and learning material developed and printed</p> <p>Target for 2013: Baselines studies completed and addressed dimensions of gender and cross-cutting issues; position paper on options for engagement mechanisms developed and submitted for approval; themes and entry points for CE in formal and non-formal school systems identified; curriculum drafted both for formal and informal civic education and advocacy programmes,</p>	X	X	X	X		<p>71400 Salary(15k each per annum</p> <p>Workshop Hospitality 72700 (Series of design meeting/workshop costs)</p> <p>72510 Translation & Publication</p> <p>Workshop Hospitality 72700</p> <p>Curriculum design Workshop</p>	<p>US\$45,000</p> <p>US\$5,000</p> <p>US\$50,000.00</p> <p>US\$5,000</p> <p>US\$10,000</p>

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET			
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount	
with annual indicators and targets against planned activities	<p>List all activities including M&E to be undertaken during the year towards stated Agency 2012 output or Biennium Expected Result</p> <p>and resource materials developed</p> <p>Actions:</p> <p>9. Identify themes for teaching and develop scope and sequence for implementation in formal and informal school systems through relevant subjects</p> <p>10. Identify entry points for infusion of civic education in other taught subjects other than social sciences.</p> <p>11. Develop curriculum materials for use by teachers in which the current Form 3-6 and form 7 curriculums will be revised to more specifically have all students get good grounding in good governance issues.</p>	X	X	X	X		Hospitality 72700 Curriculum design Workshop Hospitality 72700 & cost of curriculum writers	US\$10,000		
Output 2 Sub Total								US\$160,000.00		
Output 3: Capacity of Tonga Electoral Commission enhanced to ensure the effective conduct of free and fair national and local elections										
<p>Baselines:</p> <p>No agreement between the National ID Card Office and the TEC with regard to the production and maintenance of the ID card, and the electoral roll No national capacity for independent election monitoring</p> <p>2013 Indicators for Planned Activities:</p> <p>Annual electoral roll available at TEC for public inspection. Reports available showing the additions, deletions and changes to the roll;</p> <p>Target for 2013:</p> <p>Methodology established for</p>	<p>Activity 3.1.1.1(a): Maintenance of Electoral Roll</p> <p>1. Monthly meetings with National ID Card office to monitor additions, deletions and changes to the electoral roll</p> <p>2. Methodology established for removing deaths from the roll</p> <p>3. Methodology established for the production of provisional and final parliamentary rolls</p> <p>4. Methodology established for the production of rolls for the District and Town Council elections.</p> <p>5. Targeted review of electoral enrolments and public awareness campaign</p> <p>6. Branded education modules for schools and civic</p>							AEC assistance if required (up to one week)	curriculum design and printing materials: 25,000-00	AEC assistance if required (up to one week)

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
<p>national and District/town councils elections conducted fairly.</p> <p>1. Accurate Annual reports and Annual roll to be available by year end.</p> <p>2. At least number of education modules developed.</p>	<p>education developed</p>			X	X				
Sub total									US\$25,000.00
Output 4: Efficient and effective project management									
<p>Baseline:</p> <p>1. Need for flexibility and responsive funding for strengthening governance institutions & processes in Tonga</p> <p>2. Programme requires a project Management Unit</p> <p>3. Capacity Assessment for project implementation report 2008</p> <p>4. Tonga LNA report 2008</p> <p>5. Programme Operations Policies and Procedures.</p>	<p>1. Establish Criteria for Flexible Fund</p> <p>2. Recruit Programme Coordinator</p> <p>3. Establish Project Management Unit</p> <p>4. Recruit Parliament Specialist</p> <p>5. Recruit Civic Education and Advocacy Specialist</p> <p>6. Recruit Programme Associate</p> <p>7. Training for Parliament Staff on UNDP project management guidelines and reporting requirements</p> <p>8. Contribution to Rental Office Space for PMU in JP Office</p> <p>9. Hands on training between project manager and selected staff of Responsible parties on reporting requirements (financial & substantive/results)</p> <p>10. Inception workshop</p>					<p>UNDP; Clerk; Speaker</p> <p>UNDP; Ministry of Finance; CSFT</p> <p>UNDP; Ministry of Finance; CSFT</p> <p>UNDP; Ministry of Finance</p>			<p>US\$100,000</p> <p>US\$70,000</p> <p>US\$70,000</p> <p>US\$70,000</p> <p>US\$15,000</p> <p>US\$6,000</p>
<p>Output Indicators for planned Activities 2013</p> <p>1. Criteria for fund approved and funds disbursed to implementing partners.</p> <p>2. Programme management Unit Established and staffed</p> <p>3. Financial and narrative reports shows quality of deliverables and</p>	<p>Activity Results 4.3: Project Results, Issues and Risks tracked and monitored in ATLAS</p> <p>1. Quarterly Narrative and Financial reports submitted to Project Board</p> <p>2. Programme Board meetings conducted</p> <p>3. Quarterly narrative and financial reports prepared and</p>								

AGENCY OUTPUT 2012 or BIENNIUM EXPECTED RESULT	PLANNED ACTIVITIES	TIMEFRAME				IMPLEMENTER (government or NGO partner)	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
<p>with annual indicators and targets against planned activities</p> <p>accountability for resources</p> <p>4. Risks and issues logs are regularly updated</p> <p>5. Quarterly reports submitted to country office for review</p> <p>Target for 2013: inception workshop completed; programme board established & first meeting conducted Funding criteria for flexible funding drafted and approved; all programme staff recruited; annual report produced; donor reporting requirements completed.</p>	<p>List all activities including M&E to be undertaken during the year towards stated Agency 2012 output or Biennium Expected Result</p> <p>distributed to project Board and MCO.</p>						71600- Travel and Board meeting costs	US\$8,000	
Sub Total								US\$339,000.00	
TOTAL								US\$760,000.00	

VII. MANAGEMENT ARRANGEMENTS

74. The Tonga Governance Programme will be Directly Implemented (DIM) by UNDP and will be managed under the guidance of a Programme Board (refer Annex 2 for ToR) to be co-chaired by the Permanent Secretary for Foreign Affairs and UNDP Resident Representative. The Programme consist of three interrelated but discrete components where civic education is seen as the foundation for bringing about improvements in the performance and community understanding of the role of parliament; the electoral process; and the role of the community in ensuring good governance. The three components will be delivered under the day to day management by UNDP and separate responsible parties namely: (i) Office of the Speaker of Parliament; (ii) Civil Society and Ministry of Education; and (iii) Office of the Electoral Commission. A letter of agreement will be discussed and finalized between UNDP and each of the three responsible parties that will define responsibilities and accountability arrangements. All Responsible Parties are directly accountable to UNDP in accordance with the letter of agreement with UNDP for the delivery of specific outputs that will contribute to the achievement of the overall outcome.

Programme Management Unit

75. While each responsible party will be accountable to UNDP for the delivery of each of the three components, a programme management unit will provide support with the coordination of an annual programme work plan and quarterly update; six monthly progress reports to the programme board (see below); programme recruitment; budget management including proposed small grants and selection of grant recipients through competitive procurement process. The programme management unit will be manned by a programme coordinator who will work in close collaboration with the three responsible parties on a day-to-day basis and be responsible for the management of the programme teams on behalf of the Programme Board. The Programme coordinator's prime responsibility is to ensure the efficient delivery of programme results and to ensure that the results are of satisfactory quality and delivered within budget and on time. The programme coordinator reports to the Programme Board through the UNDP Resident Representative.

76. Programme outcome will be monitored against a set of quantitative and qualitative indicators as described in the results and resources framework and the monitoring and evaluation framework. The programme Management Unit will coordinate inputs and prepare financial management reports for each component. Technical support for the parliament and civil society components will be provided by dedicated specialists. Since civic education is a common theme that links the three components, a dedicated civic education specialist will be undertaking this role. Electoral Commission technical inputs will be provided under a separate arrangement by the Australian Electoral Commission. Specific coordination capacity will be provided for the civil society component by national expertise and be located with the relevant office. The small grants component of this program will be managed by CSFT through the Letter of Agreement to be signed with UNDP. CSFT will be responsible for managing the grants with oversight provided by the Project Coordinator in the Project Management Unit.

Programme Board – Refer Annex 2 for TOR

77. All three responsible parties will be responsible to a programme board which will function under the joint chairmanship of the Government of Tonga (Foreign Affairs) and UNDP and include representatives from the three implementing partners: Parliamentary Speaker's Office; the Electoral Commission; Civil Society as well as the Aid Management unit from the Ministry of Finance.

78. The programme board consists of three different types of members with roles defined as follows:

- The executive which represents the programme ownership and co-chair responsibility (Government of Tonga and UNDP)
- The senior supplier role of the donor with responsibility for providing guidance and oversight on programme delivery.
- The senior beneficiary role represented by the responsible parties

The programme board's responsibilities are defined as follows:

- i) To ensure that adequate mechanisms are in place to guarantee the transparency and accountability as well as the efficiency of programme operations,
- ii) Build consensus around the programme strategies and planned results, including the links between its outputs and the intended outcomes
- iii) Provide advice when substantive changes are needed in the programme's planned outputs, strategies or implementation arrangements,
- iv) Oversee progress, consult with beneficiaries, and ensure that potential opportunities and risks, including lessons learned from experience, are taken into account by the programme management unit.
- v) Assess programme performance and endorse programme annual work-plan for approval by UNDP and the respective implementing partners.
- vi) To provide guidance to the implementing partners through the programme management unit.

79. The Programme Board will meet every six months or as and when required by the chairpersons. The first meeting will be held within the first six months after the Programme Management unit is established following the recruitment of the programme coordinator. The chairpersons may call for special meetings should the need arise for these. UNDP in consultation with the responsible parties and the PMU will prepare the Agenda and circulate this at least two weeks in advance of the Programme Board meeting. UNDP will also circulate the Minutes of the Meeting within two weeks after a meeting is held.

80. To ensure the on-going quality assurance of the programme outcomes and outputs, the Programme Board will require the annual production of an **independent monitoring and evaluation report**. This report will verify the achievement of the programme management milestones and ensure that these are delivered in accordance with UNDP programme guidelines (Results Management Guide) and within the allocated budget and approved annual work plans (AWPs) by the Project Board.

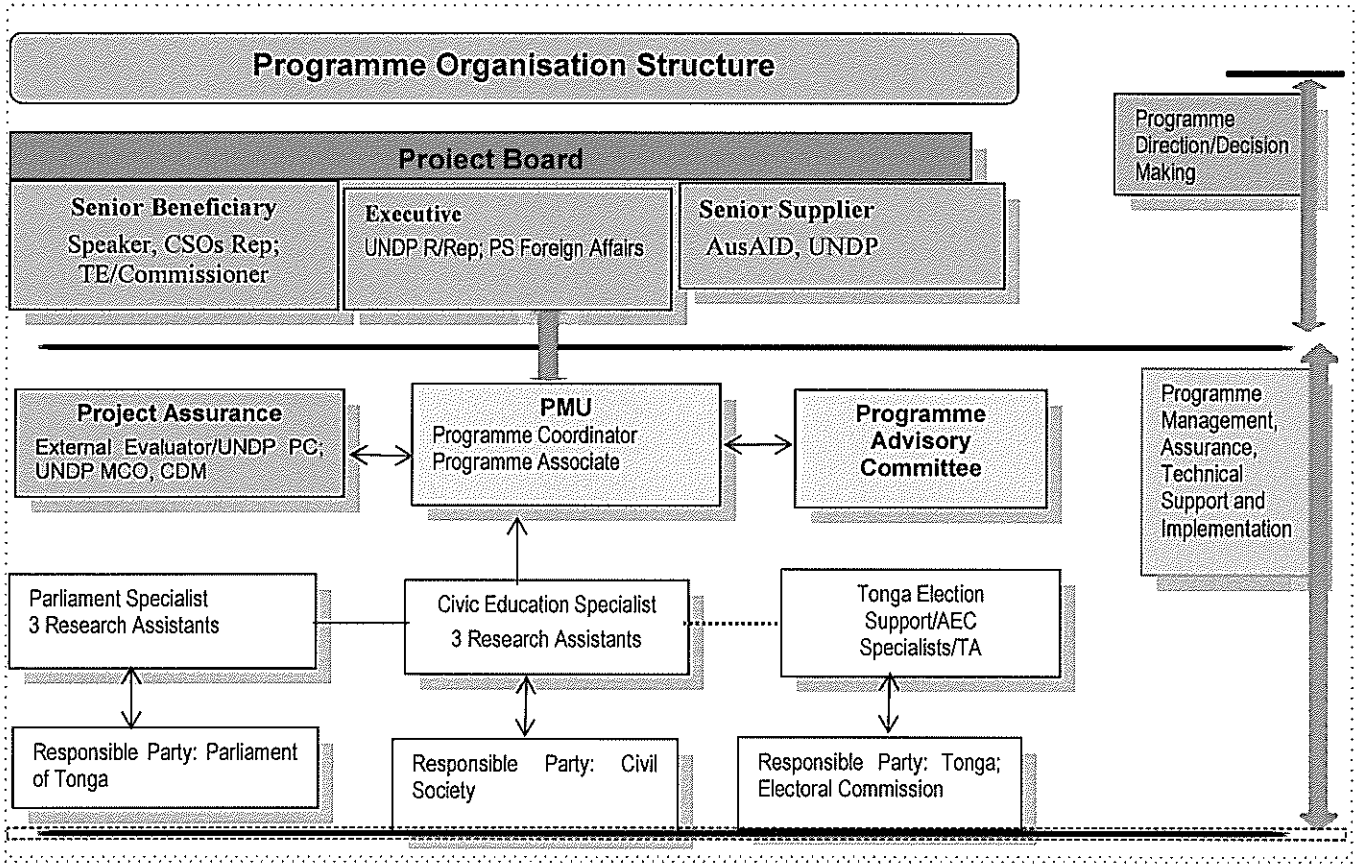
Programme Advisory Committee

81. In addition to the programme board, a project advisory committee involving the responsible parties, CSOs and other stakeholders. The Advisory committee shall act as an advisory mechanism to the Tonga Governance Program to ensure adequate consideration is taken to address all aspects of civic education, electoral support and Parliamentary support in Tonga. The advisory committee will meet every three months and provide advice and guidance on technical issues relevant to programme implementation to the responsible parties and the PMU.

Programme Support by UNDP

82. UNDP will provide strategic guidance and programme management support to the PMU to ensure procurement, financial and human resource management and reporting for the Programme is in accordance with UNDP rules and procedures. A key role for UNDP will be to ensure that

programme donors, development partners and stakeholders are kept fully informed of programme's progress.



VIII. MONITORING AND EVALUATION (M & E) FRAMEWORK

Within the Annual Cycle

83. On a quarterly basis, a results assessment exercise shall record progress towards the completion of key results. An Issue Log shall be activated in Atlas and updated by the programme coordinator to facilitate tracking and resolution of potential problems or requests for change.

84. Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated after reviewing the external environmental risks that may affect programme implementation. The programme coordinator shall be responsible for updating the relevant section of the results/progress, issues and risk logs in ATLAS. Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the programme management unit to the programme board using the standard reporting format available in the Executive Snapshot by the programme coordinator.

85. A programme Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the Programme Management Unit, and to facilitate the preparation of the Lessons-learned Report at the end of the programme. A Monitoring Schedule (refer to annex 2) Plan shall be activated in Atlas and updated to track key monitoring and management actions/events.

Annual Work Plan and Budget

86. The annual work plan and budget will serve as the primary reference documents for the purpose of monitoring the achievement of results. The responsible parties and the programme coordinator are responsible for implementing the programme in accordance with this document and as per the policies and decisions of the programme board.

Annual Report and Review

87. Annual Review Report: an Annual Review Report shall be prepared by the PMU and shared with the Programme Board and the steering committee. 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 of the above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

88. Annual Programme Review: based on the above report, an annual programme review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the programme 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 Programme Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards the delivery of outputs and its contribution to the achievement of the programme outcomes

Mid-Term Review

89. Mid-Term Review: mid-term review will be conducted to gauge the continued relevance of the programme and to inform the programme board and stakeholders on the implementation arrangement and the achievement of outputs. It will specifically inform stakeholders on the relevance, sustainability, efficiency, inclusiveness, challenges and impacts of programme activities.

Final Evaluation and Perception Index Study

90. Final evaluation and a perception index study will be conducted by independent consultants to assess the key deliverables and lessons learnt and to gauge the preliminary impacts of the programme on end users of the programme outputs.

Monitoring Visits

91. The programme will include in-country monitoring visits by UNDP and AusAID to be facilitated by the PMU in consultation with the responsible partners.

Audit

92. The audit of directly executed programme is made through the UNDP Office of Audit and Investigation (OAI). While projects directly implemented by UNDP (DIM projects) are generally covered, on a sample basis, by the periodic internal audits of country offices that are conducted by OAI, separate project audits (DIM audits) may be required in a number of cases. The UNDP Resident Representative may request the OAI to undertake audits of DIM programme for the following considerations:

- Country office audits performed by OAI follow a cycle that, at times, may extend to up to five or six years. As projects have a limited duration, some of them that are large, complex and/or high risk, may not be covered by any audit if they fall between the cyclical country office audits;
- Over the years, there has been a steady increase in the use of the DIM modality across business units in UNDP; the total financial volume of projects implemented under DIM modality now exceeds the total volume of projects implemented under NGO/NIM modality; and
- Donors of DIM projects have increasingly expressed a need for information and assurance in the form of project audits.

93. Therefore, OAI has established a structured approach to selecting and auditing specific DIM projects as a supplement to the periodic internal audits of country offices and in order to provide UNDP stakeholders with an adequate level of assurance on the proper management of DIM projects. In line with the DIM audit strategy approved by the Organizational Performance Group, UNDP aims at auditing annually a selected number of high risk and/or high value projects, which cumulatively account for 40 per cent of UNDP's annual DIM expenditure.

Overall Policy for the audit of DIM Programmes

94. In accordance with established policies "an Implementing Partner is the institutional entity entrusted with and fully responsible and accountable for successfully managing and delivering UNDP project outputs". When a UNDP business unit directly implements a project, UNDP, "as executing agent/implementing partner, assumes overall management responsibility and accountability for project implementation."

If the management of a business unit that implements a DIM project, would commission the audit of that project, this could convey the perception that the same management that is accountable for managing the project also exercises some control over the audit of that project. To prevent any

perception of conflict of interest, all DIM audits are therefore conducted as internal audits by or on behalf of OAI.

95. DIM audits will be primarily financial audits. In some instances, the DIM audit will also include an audit of internal controls and systems. The DIM audits may be conducted by OAI auditors or by audit firms engaged by and working on behalf of OAI. The cost of such audits shall be borne in full by the DIM projects/programme audited

IX. LEGAL CONTEXT

96. This Programme Document is guided by the framework of UNDP's Standard Agreement on Operational Assistance signed by the Government of the Kingdom of Tonga on 22 April 1971.

97. The following types of revisions may be made to this Programme Document with the signature of the UNDP Fiji Multi Country Office Resident Representative only, provided he or she is assured that the other signatories to the Project Document have no objections to the proposed changes:

- a) Revisions in, or addition of, any of the annexes to the Project Document;
- a) b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the Project, but are caused by the arrangement of inputs agreed to or by cost increases due to inflation; and
- b) Mandatory annual revisions, which re-phase the delivery of, agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

Annex 1: Risk Log

Project Title: Tonga Governance Strengthening Programme	Award ID:	Date:
--	------------------	--------------

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1. The contribution made by (and continuing) the pro-democracy movement and politicians in the delivery of civic education could compromise the neutrality/impartiality of civic education message. At the same time this might result in marginalization of an important stakeholder in the CE and advocacy process.	20/05/2012	Political	Impact: High Probability: High	1. The Programme Management Unit will ensure that common and politically neutral messages are developed and agreed upon by all stakeholder prior to actual delivery of CE in the communities	Programme Design Team			
2. The involvement of Churches in the CE and advocacy processes could politicize churches and violate the basic premise of keeping religion and politics separate	20/05/2012	Political	Impact: medium Probability: High	Ensure that the messages are neutral and common so they convey as consistent and unbiased message	Programme Design Team			
3. Government could see the increasing role of civil society to question and challenge the Government and Parliament on substantive issues as an extension of the opposition group in parliament and therefore may choose not to accept views expressed by CSOs.	20/05/2012	Political	Impact: High Probability: High	Ensure that the government, parliament and CSOs understood their roles and responsibilities towards the people they serve and their function with the context of a newly democratic country	Programme Design Team			

7. Tropical Cyclones and bad weather conditions may delay the movement of activities planned for outer islands		Operational /Natural		Ensure key activities for outer islands are planned and implemented in non-cyclone season	Programme Design Team			
--	--	----------------------	--	---	-----------------------	--	--	--

Annex 2: Terms of Reference-Programme Board

The programme board consists of three different types of members with roles defined as follows:

- The executive which represents the programme ownership and co-chair responsibility (Government of Tonga and UNDP)
- The senior supplier role of development partners with responsibility for providing guidance and oversight on programme delivery.
- The senior beneficiary role represented by the responsible parties

The programme board's responsibilities are defined as follows:

- vii) To ensure that adequate mechanisms are in place to guarantee the transparency and accountability as well as the efficiency of programme operations,
- viii) Build consensus around the programme strategies and planned results, including the links between its outputs and the intended outcomes
- ix) Provide advice when substantive changes are needed in the programme's planned outputs, strategies or implementation arrangements,
- x) Oversee progress, consult with beneficiaries, and ensure that potential opportunities and risks, including lessons learned from experience, are taken into account by the programme management unit.
- xi) Assess programme performance and endorse programme annual work-plan for approval by UNDP and the respective implementing partners.
- xii) To provide guidance to the implementing partners through the programme management unit.

The Programme Board will meet annually or as and when required by the chairpersons. The first meeting will be held within the first six months after the Programme Management unit is established following the recruitment of the programme coordinator. The chairpersons may call for special meetings should the need arise for these. UNDP in consultation with the responsible parties and the PMU will prepare the Agenda and circulate this at least two weeks in advance of the Programme Board meeting. UNDP will also circulate the Minutes of the Meeting within two weeks after a meeting is held.

To ensure the on-going quality assurance of the programme outcomes and outputs, the Programme Board will require the annual production of an **independent monitoring and evaluation report**. This report will verify the achievement of the programme management milestones and ensure that these are delivered in accordance with UNDP programme guidelines (Results Management Guide) and within the allocated budget and approved annual work plans (AWPs) by the Project Board.

Annex 3: Advisory Committee (Draft TOR)

1. Name

1.1 The Committee shall be referred to as 'Advisory Committee of the Tonga Governance programme Project' (in short Advisory Committee).

2. Purpose of the committee

2.1 The Advisory Committee shall act as an advisory mechanism to the Tonga Governance Programme to ensure adequate consideration is taken of all sectors pertaining to civic education, Electoral support and Parliament Support component in Tonga through the activities of the each component.

3. Objectives

The objectives of the Advisory Committee are:

3.1 To provide advice to the programme on matters relating to community civic education implementation, Support to Parliament and the Electoral Commission in Tonga

3.2 To review pertinent programme activities and advice on improving the effectiveness of these activities Tonga.

3.3 To provide advice to the programme regarding the socio-political situation and the potential outcomes of planned programme activities.

3.4 In consideration of these objectives, the programme board reserves the right for policy formulation and direction and makes the final decisions on the implementation of the project.

4. Composition

4.1 The Advisory Committee shall be nominated by the Programme and its membership discussed and finally endorsed by the Stakeholders Group of the Programme.

4.2 The Advisory Committee shall be composed of nine members with expertise in governance, human rights or democratic areas; or experience in community outreach; or experience in civic education activities and electoral support. The nine members should come from the following sectors deemed of particular interest to the programme namely:

Representative from the Parliament
Representative from the Tonga Electoral Commission
Representative from Civil Society
Representative from the Legal Sector
Representative from the Academia

Representative from the Media
Representative from the Private Sector
Representative from the In-School Project
Representative from the Churches
Representative from the Women

4.3 The Tonga Programme Coordinator shall be the Secretary to, and ex-officio member of the Advisory Committee and act as custodian of documents on behalf of the Advisory Committee.

4.4 The Secretary shall ensure that the Advisory Committee is informed on matters relating to all advisory issues of the project, and must share such advice with the Programme Board for policy direction prior to implementation.

4.5 The Advisory Committee shall have a mandate to function for a year on a renewable basis, the composition to be determined by a meeting of the Stakeholders Group.

5. Reporting

5.1 The Advisory Committee reports to the programme board

6. Quorum

6.1 A majority (50% plus 1) of all members shall constitute a quorum for the meetings of the Advisory Committee.

7. Meeting Schedule

7.1 The Advisory Committee shall meet at least once every two months or as often as deemed necessary by the Programme. An agenda for each meeting shall be sent one week prior to the meeting. Minutes of the meeting will be communicated to the Advisory Committee members within two weeks following the meetings.

Annex 4: Monitoring Plan

Monitoring Action	Due Date	Milestone description	Comments	Responsibility
Quarterly financial reporting (FACE) Reports	End of each quarter (Mar/Jun/Sept/Dec)	Accurately complied FACE form reflecting national expenditure for the quarter submitted to UNDP	To be received by UNDP within 15 days of end of each qtr; Expenditure to be reconciled with and endorsed by MOF	Programme Coordinator/Country Development Manager
Quarterly progress reports	End of each quarter (Mar/Jun/Sept/Dec)	Progress to be reported in the template provided by UNDP	Measurement of progress/ indicators Explanations for slippage and variance against budget Risk Log Issue log	Programme Coordinator/Country Development Manager
Review of Progress	Mid Jan/Apr/Jul/Oct	Progress to be reviewed by the Programme board including monitoring of the Capacity Development Plan	Risks/issues/ progress reviewed and analysed Action recommended	Programme Board UNDP
Bi-annual reports to AusAID	December 31 each year	Report in prescribed format by UNDP	Report to be compiled by the UNDP MCO and submitted through Programme Board for review and approval	Programme Coordinator
Annual Reports	Q4 each year	Annual report in the format prescribed in the Prodoc/Mgt Arrangements	Annual report based on QPRs to be compiled for review by an Annual Review Mtg	Programme Coordinator
Capacity Development	End of each quarter (Mar/Jun/Sept/Dec)	Update of CD Plan	Review CD Plan and sustainability	UN CDM in conjunction with all PMs in country

Monitoring Action	Due Date	Milestone description	Comments	Responsibility
Annual audits	Mar/Apr each year	Annual DIM audit for Prior financial year	Audit of expenditure and programme implementation	UNDP MCO in coordination with Tonga Ministry of Finance
Mid Term review	Mid of year 2	Mid-Term Programme Evaluation Completed	Independent Evaluator	Evaluator with support from UNDP MCO in coordination with Parliament, Electoral Commission and CSFT
Programme evaluation	Midyear of Year 4	Tonga Gov. Programme evaluation	Independent Evaluator	Evaluator with support from UNDP MCO in coordination with Parliament, Electoral Commission and CSFT.
Perception Index Study	End of Final year 4			
UNDP Monitoring Missions	2 per year	Programme monitoring, audit spot check Project Mgt training	Timing variable dependent on project/UNDP Requirements	CDM/UNDP MCO

ANNEX 5: TONGA GOVERNANCE PROGRAMME PLANNING MATRIX FOR MONITORING

Expected Results (Outcomes & Outputs)	Indicators (with Baselines & Indicative Targets) and Other Key Areas to Monitor	M&E Data Collection Methods	Time or Schedule and Frequency	Responsibilities	Means of Verification: Data Source and Type	Resources	Risks
Outcome 1: Legislative Assembly strengthened to effectively carry out its oversight, representative and legislative functions	Indicators: Parliamentarians' perception on the effectiveness of the Parliament Secretariat in providing administrative, technical and procedural support to Members	1.1 Perception survey	1.1 Perception Surveys to be completed 6 months prior of completion of Programme	1.1 UNDP in partnership with the Bureau of Statistics and will commission an independent	1.1 Data gathered and analysed of the Perception gauged will be made through a report and published on UNDP and Bureau of Statistics websites.	1.1 Financial Resources is provided as part of the programme management US\$20,000	Assumptions: 1. It is assumed that the National Statistics Office will support the Independent Consultant to support this study
1.1: Increased capacity of Members of Parliament to discharge their constitutional mandates and support national development priorities	Perception of the constituents on the effectiveness of Parliament to perform its legislative and financial oversight functions disaggregated by gender, population, & geography.	1.2 Annual Progress Reports	1.2 Progress review on outputs and linkages to outcomes will be done at the 4 th quarter of each year.	1.2 UNDP MCO, Parliament Secretariat, TEC, CSO – CSFT	1.2 Annual progress report is a corporate requirement for this programme and must be produced by 31 December annually	1.2 To be produced by programme coordinator in consultation with responsible partners (Parliament, TEC, and CSFT).	2. That a qualified and experienced perception index study consultant be recruited on time to undertake this study.
1.2 Parliament is better enabled to perform its oversight functions	Level of understanding of the roles and functions of Parliament including their rights and civic responsibilities disaggregated by gender, population, & geography.	1.3 Post-Activity based evaluation (eg: workshop evaluation)	1.3 One in country joint field visit to be held annually to verify and independently monitor	1.3 UNDP PC; Programme Coordinator, Parliament Secretariat, TEC, CSFT.	Minutes and reports of joint field visits; follow-up actions and tracking of how	Resources for M & E are provided as part of the programme management	3. That people will
1.3 Increased capacity and support resources within Parliamentary Secretariat to support Members of Parliament	Absence of perception study of 80% Target.	1.4 Field Monitoring visits					
1.4: Members of the public, including young people and women, understand their roles and the role of their MP's in a participatory & representative democracy							

<p>Outcome 2: Capacity of CSOs, providers and communities strengthened for increased participation in law making, policy and oversight processes</p> <p>2.1: A Formal mechanism for more comprehensive consultations between Parliament Government and CSOs that builds on a strengthened committee process, public consultative and parliamentary processes established</p> <p>Activity results</p> <p>2.2: Capacity of CSOs including churches,</p>	<p>Parliamentarians are positive about the level of administrative, technical and procedural support received</p>	<p>1.5 Final Programme Evaluation</p>	<p>1.4 To be conducted at the Programme</p>	<p>1.4 UNDP, TEC, Parliament, CSFT</p>	<p>issues and challenges are addressed in the upcoming quarters.</p> <p>1.4 Copy of Final evaluation to be published in a report in UNDP website</p>	<p>component.</p> <p>1.4 Resources for evaluation as provided in output 4 under Programme management</p>	<p>be available to voluntarily participate in perceptions surveys</p>
<p>Indicators:</p> <p>Percentage of constituents' participating in the law making, oversight and national planning and budgeting processes through an agreed formal engagement mechanism disaggregated by gender, population, & geography.</p> <p>Percentage of CSOs with increased capacity to design, mobilize, coordinate and deliver civic education and advocacy activities in the communities</p> <p>Level of understanding amongst students attending formal and informal schools system of democracy, human rights, civic responsibility and reforms to date disaggregated by gender, population, &</p> <p>2.1: A Formal mechanism for more comprehensive consultations between Parliament Government and CSOs that builds on a strengthened committee process, public consultative and parliamentary processes established</p> <p>Activity results</p> <p>2.2: Capacity of CSOs including churches,</p>	<p>2.1 Perception survey</p> <p>2.2 Annual Progress Reports</p> <p>2.3 Field Monitoring visits</p>	<p>2.1 Perception Surveys to be completed 6 months prior of completion of Programme</p> <p>2.2 Progress review on outputs and linkages to outcomes will be done at the 4th quarter of each year.</p> <p>2.3 One in</p>	<p>2.1 UNDP in partnership with the Bureau of Statistics and will commission an independent</p> <p>2.2 UNDP MCO, Parliament Secretariat, TEC, CSO – CSFT</p>	<p>2.1 Data gathered and analysed of the Perception gauged will be made public through a report on UNDP and Bureau of Statistic websites.</p>	<p>Same as 1.1 and above</p>	<p>Assumption s: That people will participate in national governance processes using the formal engagement mechanism s</p> <p>Risks: Participatio n of national and local officials in the civic education</p>	

<p>youths, community based organisation and formal education providers strengthened to deliver an enhanced civic education programme that build communities of understanding of democracy and human rights</p> <p>2.3: Capacity of Teachers and Teacher Training Institutions Strengthened to deliver Civic Education in the formal and informal school systems</p>	<p>geography.</p> <p>Baselines: Lack of formal institutional mechanisms for regularized engagement between Government, Parliament and CSOs</p> <p>Absence of curriculum framework for addressing Civic, Democracy and Human Rights Education in formal and informal school systems</p> <p>Absence of curriculum framework for addressing Civic, Democracy and Human Rights Education in formal and informal school systems</p> <p>Target: At least 70% of constituents participating in the law making, oversight, budget and planning process in Tonga. By 2016.</p> <p>At least 70% of students attending formal and informal education systems are aware of democracy, human rights, civic responsibility and reforms to date.</p>	<p>country joint field visit to be held annually to verify and independently monitor progress</p>		<p>Same as 1.1 above</p>	<p>process may compromise the neutrality of the CE</p> <p>Mitigation measure: Ensure impartial and consistency in messages to be delivered and civic education and advocacy events.</p>	<p>Outcome 3: Capacity of Tonga Electoral Commission enhanced to ensure the effective conduct of free and fair</p> <p>Indicators: Public Perception on capacity of national electoral authority to administer free, transparent and democratic manner</p> <p>3.1 Perception survey</p> <p>Same as 1.1 above</p> <p>Same as 1.1 above</p> <p>Assumption That TEC agreed to have the monitoring</p>
---	---	---	--	--------------------------	---	---

<p>national and local elections</p> <p>3.1 & 3.2 Maintenance and review of electoral roll completed</p> <p>3.3 Electoral Education conducted</p> <p>3.4 Electoral Planning</p> <p>3.5: Electoral Legislation Reviewed and updated</p> <p>3.6: Electoral system Installed</p> <p>3.7: AEC Assistance Provided during national and local elections</p>	<p>National and local elections disaggregated by gender, population, & geography.</p> <p>Baselines: There is a need to strengthen the technical, logistical and support capacity of the Tongan Electoral Commission</p> <p>Target: 80% of the overall population have increased confidence in the Electoral Management Authority by 2016</p>	<p>3.2 Annual Progress Reports</p> <p>3.3 Field Monitoring visits</p> <p>3.4 Final Programme Evaluation</p> <p>4.1 Perception survey</p>	<p>Same as 1.1 above</p> <p>To be undertaken during and after national and local elections</p>	<p>3.2 UNDP PC, TEC.</p>	<p>Election monitoring reports</p>	<p>Resources to be sourced from the monitoring budget under output 4 of the results and resources framework</p>	<p>survey during and after national and local elections. That people will be available to voluntarily participate in perceptions surveys</p>
<p>Outcome 4: Programme Efficient and effectively managed</p> <p>4.1: Governance and Institutions Processes strengthened</p> <p>4.2: Programme and managed</p>	<p>Indicator: Recipients perception on the effectiveness and usefulness of the flexible fund as a means to respond to unforeseen and urgent need to support governance initiatives</p> <p>Baseline: Need for flexibility and responsive funding for</p>	<p>4.1 Perception survey</p>	<p>Same as 1.1 above</p>	<p>UNDP</p>	<p>Same as 1.1 above</p>	<p>Same as 1.1 above</p>	<p>Risk: Flexible fund may distort the focus of the programme if strict funding criteria are not developed</p>

<p>Implemented effectively</p> <p>4.3: Project Results, Issues and Risks tracked and monitored in ATLAS</p>	<p>strengthening institutions & governance processes in Tonga</p> <p>Target: 80% of grant recipient achieved the objectives of their projects.</p>						<p>and implemented</p>
---	--	--	--	--	--	--	------------------------