

# **Government of Tuvalu**

**United Nations Development Programme**

**Support to Local Governance for  
Enhanced Islands Development  
Programme**

## SECTION I

### Part 1

#### a. Situation analysis

##### (i) National institutional and legal framework

Tuvalu occupies a land area of just twenty-six square kilometers (2,600 hectares) on nine atolls in the Central Pacific just south of the equator. The atolls are spread over an Exclusive Economic Zone of 900,000 square kilometers. The total population size is about 10,000 with slightly more than 40 percent resident on the urbanized island of Funafuti. According to a survey conducted in 2003, all the islands have suffered a decline in population except for Vaitupu, Nukulaelae and Funafuti with the majority of the people from the outer islands heading to Funafuti for work, to undertake community fundraising for their own islands, and/or because they are attracted to the bright lights of the big center. The Tuvalu economy depends primarily on interest earned from investments in an overseas trust fund, license fees for foreign-owned fishing ships, remittances from Tuvaluans working abroad, and revenue from marketing Tuvalu's domain name (dot t.v.). Although classified as least developed country Tuvalu has an enviable record of meeting its peoples needs on health services and education. However, Tuvalu achievements are being eroded as a result of slow creation of cash income opportunities and widening disparities in access to services and opportunities between the capital Funafuti and the outer islands. There is a need, therefore, to seriously address this imbalance, provide opportunities for more equitable development to the outer islands, and increase the motivation for people to stay on the outer islands.

The need for special development focus on outer islands is keenly felt in Tuvalu. The National Summit on Sustainable Development (NSSD) held in 2004 to consider key challenges and issues facing the sustainable development of Tuvalu, for example, resolved to take actions on "improving Funafuti and outer islands development". The list of actions covers infrastructure, water and energy resources, income generation, ICT initiatives. The national development strategy, as outlined in the "*Te kakeega o Tuvalu*", derives from the Constitution of Tuvalu (1986) according to which the ultimate objective of the Government is to provide the environment that enables the people of Tuvalu to pursue a full, free, and happy life. The government has taken full responsibility for the institutional, legislative and administrative framework for the governing of the nation. The government has recognized the challenges posed by the geographical as well as the resource constraints. At the same time, the government has recognised the need to give greater autonomy to the outer island communities to plan for their needs and aspirations with the support of the government. With the view to devolve powers to the local authorities to manage and plan their own administrative, financial and development initiatives, the national parliament passed the *Falekaupule* Act in 1997 after wide consultations that were supported by UNDP. This Act allows the local government or *Kaupule*, within the mandate of the *Falekaupule* or the traditional decision making body on each atoll, to design and implement the island development programmes. The Act is a statutory recognition of the *Falekaupule* as the primary institution for overseeing local affairs

with the *Kaupule* acting as its executive arm. The Act provides a framework for the *Falekaupule* and the *Kaupule* to undertake consultations with local communities and community groups and plan for island development, including for the use of all available funds as well as to mobilize funds for service delivery on the islands. Each *Kaupule* has six elected officials as well as five appointed officers performing the roles of secretary, treasurer, community planning and development officer, clerk, and women's community worker.

In 1999, a Falekaupule Trust Fund (FTF) was created with initial funding contributions from the islands and matching funds from the national government and an Asian Development Bank loan. The FTF follows investment and distribution principles similar to the Tuvalu Trust Fund, with a board which declares an amount available for distribution to the *Falekaupules* based on interest earned. The FTF has the objectives of funding community projects, acquisition of community assets to boost service provision and self-reliance, and assisting in local training for livelihoods and self-reliance. Apart from the FTF funds, tied grants are still provided by the national government for maintaining primary schools and medical dispensaries, and for agreed subsidies for land rent. From available reports, it appears that most of the FTF funds that have been distributed to date have been for capital purchase of office equipment, building renovations, or new construction. The formulation and implementation of development projects appears to have been constrained by the lack of skills available for this to happen in the outer islands as well as lack of capacity within the Ministry of Home Affairs and Rural development (MHARD), the national government Ministry responsible for oversight and support for outer islands development, to actually provide this support.

The NSSD 2004 resolutions make specific reference to the need for the promotion and awareness on the role of the Falekaupule Act and other relevant legislation. Specific actions recommended include workshops to review the Act, translation into local languages, education and awareness programmes, and training on accounts/accounting.

(ii) *Reference to the findings of relevant reviews and evaluations*

UNDP, in association with other donors has been providing support to Tuvalu over the past years on outer islands development. Such support has included strengthening the technical planning capacity of the government Ministry responsible for outer islands development, training on participatory methodologies, and project management capabilities at both the national and sub-national levels, support to local government review and reform process, and the facilitation of consultations on and legislation on devolution of responsibilities formerly exercised only from the central government in Funafuti to the 8 island-level governments through the Falekaupule Act. It has also included support for local elections, and training of personnel and staff able to perform the basic tasks directed by the Falekaupule Act.

An evaluation carried out in 2002 assessed the achievements of the previous UNDP initiative on outer islands development, and the strengths and weaknesses of the central and local government machinery to manage the outer island development

strategy and plans of the Government. The evaluation provided recommendations for a follow-on programme of assistance to the Government of Tuvalu on outer island development. The recommendations of that evaluation as well as a UNDP follow-up mission in 2004, to validate these recommendations and consult with the Government, form the basis of this project. Furthermore, the UNDP mission was planned to coincide partly with a similar NZAID mission on Training Needs Assessment (TNA) and Project Feasibility Mission for training needs of the *kaupule*, *falekaupule* and the community in Tuvalu. The objective was to ensure complementarity in follow-up assistance for support to the outer islands development. The NZAID mission report and its recommendations also provide support to the proposed strategies here.

The evaluation highlighted achievements in the empowerment given to the island governments to make decisions on plans and budgets for island development, and the highly consultative process in developing the *Falekaupule Act* resulting in a final product that is of a high quality. Public awareness, training of election officers, and the high voter turnouts for the elections of the *Kaupules* were also noted as highlights.

An objective of placing trained personnel to staff the devolved island government institution and carry out functions prescribed by the Act was seen to have been only partly met with the majority of staff in the 8 *kaupule* still needing training in the work that they are supposed to do.

Further objectives, of making known as widely as possible the devolution policy and *Falekaupule* law, and the training of personnel staffing the newly devolved governing entities, were also seen to be partly successful with the production of the *Falekaupule* legislation and an accompanying primer explaining the legislation and decentralization generally in clear, comprehensive and easy to read English. What was not achieved, however, was adequate understanding of the role of public decision-making on important issues for the islands.

It was also noted that while the highly successful *Falekaupule* Trust Fund project (FTF), set up to provide *kaupule* and *falekaupule* with funds for their capital development projects has provided access to larger amounts of funds, there has not been an discernable increase in development projects.

Furthermore, the training of the *Falekaupule* in decision-making processes relevant to the exercise of their power to allocate *Falekaupule* resources and make laws for their islands was not successful due to a number of reasons including the modality used of national workshops and training of trainers in Funafuti, poor selection of trainees and the quality of the trainers. Identified was also the need to retrain members of the *Falekaupule* and *Kaupule* and maintain some kind of ongoing technical tutelage link to the central government on Funafuti. This link needs to be available at the central government level but also organized to be responsive to local government needs and demands for technical advice and support.

Training on participatory island development planning and formulation of projects, especially on including women and youth and encouraging community participation, also were not completely successful and there remains a need for further training and support. The problem is evident in the failure to implement projects.

This has been attributed by all *falekaupule* to lack of support from the central government, especially because of inordinate delays in the delivery of needed technical advice and materials for projects. This was noted to be a norm in *falekaupule* project implementation.

It was further noted that investment resources like those likely to flow from the FTF would be wasted unless the *falekaupule*'s capacity to identify viable albeit small projects is significantly improved. At the present time *falekaupule* and their *kaupule* have no capability in this critical area of project appraisal, analysis and implementation. The misconception that development constitutes negotiation of aid money for building physical infrastructure both persists and pervades the entire rank and file of the Tuvalu civil service. Such a belief needs to change if *falekaupule* capital investments are to contribute to improvement in the quality of life of people.

The main reason for the failings in much of the training was seen to be due to the way in which these were organized and delivered. All manner of officials, politicians, traditional leaders, church leaders, NGO representatives, women, youth and civil servants (planners, accountants etc) of varying experience and seniority were brought to Funafuti to participate in national workshops. Overly long workshops, highly technical level of presentations, and the failure of those trained to transfer back their knowledge to the communities were some weaknesses.

The evaluation also pointed out that the failure to translate into the vernacular the *Falekaupule Act 1997* and its primer resulted in conflict between the *Falekaupule* and *Kaupule*. This was due to insufficient understanding of the legislation and primer and therefore disagreement about the way in which decisions should be made.

The need for further support to local government initiatives is identified in several areas including:

- Training of *kaupule* and Ministry staff so as to integrate training content with the practice of policy implementation and management at both the national level of the ministry and *kaupule* governments. Such training should focus on real live cases of policy development and implementation problems and how and why they are tackled within the framework of the law and resource capability of both the central and *falekaupule* government.
- Establishment of a training unit within the Ministry responsible for local government and rural development to provide ongoing technical support and training to *kaupule* and *falekaupules*.
- Building the capacity of the Ministry in the type of skills that the *kaupules* most need in engineering, economics and law. The capacity of the Ministry (MHARD) needs to be substantially increased to provide these skills and technical support to the *Falekaupules* and *Kaupules*.
- Carrying out of research, by the Ministry responsible for local government and rural development, to find ways in which urbanization in Tuvalu can be best slowed down or reversed. Translation of the *The Falekaupule Act 1997* and

the Primer into both the Tuvalu and Nui language at the earliest possible time and printing sufficient copies and distribution to communities through *kaupule*.

(iii) *The problem addressed*

The success of island development programmes lies in the leadership and skills of public sector managers, both in the central agencies and the local government agencies in combining workers' skills with other factors such as finance and other resources in a way that guarantees the achievement of the island development goals. In Tuvalu, the capacity of both the local and central government to plan and implement the island development programmes is constrained by a combination of factors.

First and foremost, the planning and implementation capacity of both the central and *falekaupule* governments is very limited. While the *Falekaupule* Act has granted powers to the *falekaupule* for conducting community-wide participation in the island development process, there is little evidence that the important components of the project cycle, including identification and appraisals of investment opportunities, prioritisation of potential development projects for investment, cost-benefit analysis, implementation, monitoring and evaluation are happening. There are no planning procedures in use by local governments, and there are no regulations for guiding personnel and financial administration at the *kaupule* level. There are no established procedures for monitoring and evaluation. Information and reporting systems are unclear and reports on projects are sought only when there are specific questions to be answered in Parliament. Reporting is not done as matter of course and as a result there is little knowledge about the actual status of island projects.

Increased availability of funds for island development is now a welcome prospect with FTF distribution. Many of the *Kaupules* now have funds for the very first time to spend on projects of their choosing. The market for small community projects (e.g. community water cisterns, roads, village clinics, small boats with outboard engines, handicraft centres etc) will soon be exhausted. The issue of what to invest in beyond the small projects that *kaupule* have traditionally put their resources in, is becoming increasingly crucial for the *kaupules*. Given the absence of any significant economic projects in all the outer islands, the strategy needs to be on identifying projects that could capture synergies from other investments including national public investment and/or permit islands to specialise in producing one type of commodity or service in which they may have a domestic (intra-country) competitive advantage. Trade normally follows specialisation.

Another problem facing the *falekaupules* and *kaupules* are a host of legal issues in dealing with the national authorities and one another. An example is the FTF itself and conflicts over the share distribution formula as well as on what constitutes different categories of development qualifying for the use of the various sources of funding available to the island councils. There are legal issues also in relation to the use of land and resources claimed both by the national government and the *Falekaupules*. An example of this is the possible taxation and use of roads on Funafuti

itself. There is little legal capacity at the island council level to legislate for local governance within the authority provided through the Falekaupule Act. There is no access to such objective legal advice and support both at to the MHARD and to the island councils. This is also seen as an obstacle that impedes island development and improvements in the lives of the people.

At the national government level, especially at the MHARD, which has the primary role of providing support to island development, there is a lack of technical capacity to plan and backstop such programmes. There are problems of understaffing and lack of appropriate skills in the Division of Local Government and Rural Development. While this problem is being addressed through training, it is unlikely to be resolved completely even when staff currently on study return to their posts as they would still need practical hands-on training and mentoring in a range of skills very much in demand by the *falekaupules* and *kaupules*. The MHARD currently has no technical skills and resources to meet a variety of increasing demands for advice, assistance and support. The Ministry critically and urgently requires skills in economics, legal services as they pertain to local governance, and engineering services for appraisals and on-going technical advice and support for physical development programmes which have social and human development impact especially in the outer islands.

Communication and transport to the outer islands is another problem area constraining the servicing of outer islands. While the problems of poor shipping services are beyond the scope of this project to address, the need to examine and facilitate methods of improved telecommunications remain. While such communication with outer islands has improved somewhat with the installation of radiophones and facsimile machines on all islands, disruptions persist due to poor maintenance and management. The potential for enhanced ITC links through wireless technology and Internet connections has to be examined and evaluated and appropriate systems installed, keeping in mind lessons learnt from similar situations especially from other Pacific island countries.

The capacity of both the national government and *falekaupule* governments to develop and implement development programmes in a consultative fashion, the problem of lack of skilled people to plan and direct implementation of island programmes in a professional and efficient manner, and the lack of access to the island councils to the required technical skills and support from the MHARD are some of the key problems that, it is hoped, would be addressed through this project.

(iv) *Intended beneficiaries*

The intended beneficiaries of this project are primarily the people of Tuvalu, with a focus first and foremost on those resident in the outer islands. These beneficiaries would be reached through those responsible for island development in the *falekaupules*, *kaupules* and the MHARD as well as other government, non-government, community and private sector organisations responsible for islands development. The project would benefit all these intermediary institutions and people who staff them.

## **b. Strategy**

The primary strategy adopted in this project is directed towards improving central government's capacity to better meet its responsibilities for islands development and local governance. It is also to provide technical support and capacity building opportunities to the *falekaupules*, *kaupules*, local communities, women and youth as well as any other parties to better identify, develop, implement, backstop, monitor and evaluate development programmes. The support of the central government is pivotal for the success of development programmes in the outer islands as well as on Funafuti which contains the largest single proportion of the population with the Funafuti *Kaupule* sharing the biggest burden to support the local population.

The strategy is to build the capacity of the MHARD, which is the primary responsible central government agency, to meet the need for pro-active support as well as responsive, demand driven support for a variety of support services from the island councils. The outputs and the inputs of this project will target these demands and needs for enhanced capacity not only to meet the ongoing needs, but also, to build capacity for sustainable provision for services in future. Skills in project formulation and management would be developed.

A major part of the strategy is the immediate creation of a planning & training unit in the MHARD, staffed with international specialists in economics and project planning, law and engineering. The unit will provide technical support to all the island governments and rural communities in planning and management, legal advice and in project engineering support and guidance. It will also develop a co-ordination system for all central government assistance to *falekaupule* governments, centralizing the management of all central government programmes for outer islands in the MHARD.

The strategy will also include, direct training and raising of community awareness about *falekaupule* government. The training will be conducted by the planning & training unit and will entail visits to outer islands and extended stays on each island. This has been specifically requested by *falekaupule* interviewed in preparation for this project formulation exercise. There are strong reasons identified in the evaluation of previous programmes for preferring direct training as against raising awareness through intermediaries (trained trainers).

The strategy also is to carry out research and studies on outer islands development with the view of identifying viable development opportunities, innovative approaches to facilitating sustainable development for small atolls and capturing the lessons learnt for knowledge development. A specific strategy would be to carry out a feasibility study for enhanced ICT services to the outer islands in particular, learning from other successful experiences in the Pacific.

UNDP is already supporting the MHARD in the implementation of a social development policy as well as a gender support facility project with the objective of promoting a development approach that recognizes and invests in the potential contribution of women and ultimately results in fair and equitable distribution of



resources and services for all men, women and their families. This outer islands and local governance support project will work in synergy with both these projects. This would require coordinated management through the Secretary of the MHARD as well as the Heads of relevant Departments to have coordinated workplans and share freely the human resources as well as required physical resources including project equipment. It is foreseen, that in terms of training, this outer islands development project would benefit from the gender support facility in ensuring that gender equality concerns are addressed at the local government level including on policy formulation, local by-laws, island development projects and in the allocation, planning and monitoring of programmes. Similarly, this project would also benefit from the services of the information officer recruited under the social development project for the public awareness and advocacy programmes on the *Falekaupule Act*. Both the gender and social development policy work would be facilitated through utilization of the training opportunities that this project offers in the outer islands to raise gender and social policy concerns and priorities.

The project strategy to address the issue of sustainability of activities after project ends includes the training of counterparts by the members of the Planning and Training Unit. While the primary counterparts would most likely be individuals within the MHARD, every effort would be made by the project team to identify counterparts in other relevant Ministries and organizations who have substantive roles similar to theirs and thus spread training to a wider group. Special efforts would be made to identify counterparts in the Ministry of Finance and Planning.

A critical link and strategy of this project is partnership, collaboration and the utilization of alignment opportunities with NZAID support initiatives for the training needs of the *kaupule*, *falekaupule* and community in Tuvalu. A NZAID TNA report and its recommendation will be an important resource for this project and the project staff in planning the details of training workshops and other training activities for this project. It has been tentatively agreed with NZAID that alignment opportunities would be explored on an on-going basis to ensure complementarity and sharing of resources in support of the outer islands development activities. Firmer arrangements for partnerships for with NZAID would be explored.

### **c. Management arrangements**

#### ***Execution and Implementation Arrangements:***

The project will be executed by the Government of Tuvalu under the supervision of the Secretary, Ministry of Home Affairs and Rural Development and implemented by the Department of Rural Development within the same ministry. Activities will be undertaken in consultation with the Office of the Prime Minister, and the Ministry of Finance and Economic Planning. The National Project Director will be the Secretary, Ministry of Home Affairs and Rural Development.

A Project Working Committee (PWC) chaired by the Secretary for MHARD and consisting of the Heads of Department in the MHARD, a representative of the Prime Minister's Office, a representative of the Ministry of Planning and Statistics, and the specialists recruited under this project would meet on a quarterly basis to

review and monitor the project workplan and derive quarterly work-plans for the project personnel. Project technical staff from the UNDP Gender and Social Development projects would also be invited to the PWC to facilitate better synergies, coordination, and work/resource-sharing amongst the three projects. UNDP PPM responsible for Tuvalu would be involved virtually in this work-planning exercise. Consideration would be given also to including representatives of the falekaupules, kaupules (whenever feasible). They would be consulted, regardless of attendance, on a regular basis, to ensure that the work programme reflects their on-going needs and demands. NGOs relevant to the project activities would also be invited to be part of the technical working group.

Technical advice and support would be sourced, by the MHARD, from relevant UN agencies, including from the relevant thematic specialists at UNDP Fiji office and UNDP Pacific Centre being established in Fiji where it is planned to have technical advisory capacity on decentralization and local governance.

**d. Monitoring and Evaluation**

The project Coordinator, in consultation with the NPD and with the support of other specialists and local counterparts would provide succinct progress report on the project. A critical aspects of this reporting which would be monitored carefully to assess the success of the project would be the change that can be attributed to the project in terms of approval and implementation of island development projects.

The project will be subject to joint annual reviews by the Government and UNDP and at end of project whereby a terminal review will be conducted. All agencies and donors involved in project activity but not yet identified in the project document may participate in these reviews on the invitation of the Government. An Annual Project Report (APR) prepared by the Government will be tabled for discussion at the reviews. An independent project evaluation at the conclusion of project would be considered by UNDP with a major objective of codifying the lessons learnt from the project and sharing of this information as widely as possible. Such external evaluation will be encouraged in the final quarter of project implementation and the report would be presented at the Terminal Tripartite Review meeting. This evaluation would pay particular attention to the issues of project results in terms of the increase in the number of island development projects both in quantitative and quality terms.

A specific requirement for the

**e. Legal Context**

The project document shall be an instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Tuvalu and the United Nations Development Program signed by the parties on 22 April 1987. The host country-implementing agency shall, for the purpose of the Standard Basic Agreement (copy attached), refer to the Government agency described in the Agreement. The following types of revisions may be made to the project document with the signature of the UNDP Representative only, provided that he or she is assured that the Government has no objections to the proposed changes.

- i) Revisions in, or addition to any of the annexes of the project document;
- ii) Revisions which do not involve significant changes in the immediate Objectives, outputs, or activities of the project, but are caused by the rearrangement or inputs already agreed to or by cost increases due to inflation, and
- iii) Mandatory annual revisions that reflects the delivery of the agreed project inputs or other costs due to inflation.

**f. Risk Analysis**

The project involves the setting up of a Planning and Training Unit within the MHARD, the assignment of counterparts for training as well as provision of training to both national and outer islands personnel. Possible risks for success include:

- Turnover of counterpart staff due to resignations, promotion and overseas training. In order to mitigate this risk, attempts would need to be made to target wider groups for training along with counterpart individuals.
- Difficulties in communications by international personnel in Tuvaluan language with local trainees. In order to mitigate this risk, use would be made of local counterparts to translate written materials into Tuvaluan and to be available for translation of verbal communications into local language. International staff would be made aware of the need to keep technical presentations at a level that suits the audiences.
- Poor communication/transport would be a major risk especially when travel needs to be undertaken to the outer islands. To mitigate this risk, MHARD staff would need to work with relevant authorities to prioritise staff travel and coordinate schedules with shipping itineraries and any ad-hoc plans for island travel which can be utilised for staff travel. Standing arrangements would need to be put in place for international/counterpart staff for extended stays on the outer islands.

**Prior Obligations and Prerequisites**

A key obligation of the Government of Tuvalu, through MHARD, would be the provision of space for the international staff within MHARD, identification and availability of counterpart staff to be trained, facilitation of travel to and stay on the outer islands international and counterpart staff. It would also be important for MHARD to provide information to the outer island councils and communities on the availability of the technical services within the MHARD and for ensuring that at least 50% of the time of the specialists is spent either on the outer islands with the island councils and communities or on working directly on support to outer islands development projects.

## Annual Work Plan

Year: 2004 (September –December)

EXPECTED OUTPUTS <sup>1</sup> & MONITORING ACTIVITIES <sup>2</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Establishment of a Planning and Training Unit (PTU) within MHARD	Undertake required institutional task, including allocation of office space and administrative backstopping arrangements for the PTU.				X	MHARD			
	Finalise TOR, recruit UNV Economist who would also be the Project Coordinator.				X	UNDP/MHARD		UNV Project Coordinator/ Economist	\$15,000
	Finalise TOR, recruit UNV Legal Specialist				X	UNDP/MHARD		UNV Legal Specialist	\$15,000

<sup>1</sup> State the outputs that the project is expected to achieve/contribute to. Include relevant indicators/benchmarks

<sup>2</sup> List monitoring activities such as Field Monitoring Visits, Technical backstopping missions, Evaluations, Annual Project Report

EXPECTED OUTPUTS <sup>1</sup> & MONITORING ACTIVITIES <sup>2</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
	Finalise TOR, recruit UNV Engineering Specialist				X	UNDP/MHARD		UNV Engineering Specialist	\$15,000
	Identification, recruitment if necessary, and placement of local counterparts for the UNV Specialists				X	MHARD			
	Project Working Committee (PWC)) Meeting to Finalise project workplan for 2004 and draft monthly project workplan for 2005.				X	MHARD/UNDP/PWC			
	Purchase computer hardware, software, required office equipment for the UNV Specialists.							Equipment	\$20,000
<b>TOTAL</b>									<b>\$65,000</b>

## Annual Work Plan

Year 2005

EXPECTED OUTPUTS <sup>3</sup> & MONITORING ACTIVITIES <sup>4</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Training programme on project planning, including design, appraisal, implementation, monitoring and evaluation for MHARD and other relevant government, local government, NGO and other relevant agency staff on Funafuti. Training content to include economic, social, legal and engineering issues and skills.	Workshops/Seminars to be planned, designed and implemented in Funafuti by the PTU.	X	X	X	X	PTU/MHARD		Training Costs based on 5 workshops at \$2000 each. to cover venue, materials, misc.charges	\$10,000
	Ongoing mentoring and hands-on training by the individual specialist in the PTU.	X	X	X	X	PTU/MHARD			

<sup>3</sup> State the outputs that the project is expected to achieve/contribute to. Include relevant indicators/benchmarks

<sup>4</sup> List monitoring activities such as Field Monitoring Visits, Technical backstopping missions, Evaluations, Annual Project Report

EXPECTED OUTPUTS <sup>3</sup> & MONITORING ACTIVITIES <sup>4</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Training programme on project planning, including design, appraisal, implementation, monitoring and evaluation for all remaining island Falekaupules, <i>Kaupules</i> and their local stakeholders. Training content to include economic, social, legal and engineering issues and skills.	Workshops/Seminars to be planned, designed and implemented on all outer islands by the PTU and the MHARD counterparts.	X	X	X	X	PTU/MHARD		Training Costs based on 7 workshops at \$5000 each. to cover venue, materials, transport, misc.charges	\$35,000
Policy and technical advice, legal advice, and engineering advice and support provided on on-going and demand basis on all aspects of local governance and development initiatives for MHARD an all island councils.	Establish procedures/guidelines for accepting and responding to demands for technical advice and support by MHARD, <i>Falekaupules</i> and <i>Kaupules</i> .  Respond to demands on an on-going basis for required assistance.  Assist with the publication of	X	X	X	X	PTU/MHARD		Local Travel Costs /Communications costs as required	\$25,000

EXPECTED OUTPUTS <sup>3</sup> & MONITORING ACTIVITIES <sup>4</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
	Recording of training and technical support provisions for future reference.	X	X	X	X	PTU		Report Writing/Recording Costs	\$2000
Falekaupule Act and Primer Translated into Tuvaluan language.	Contracting of local consultants/Translators.  Publication and distribution of the Falekaupule Act and Primer to all stakeholders and potential users.	X	X	X	X	MHARD		Local consultancies, publication and distribution costs	\$6000.
ICT Strategy Developed for support to outer islands development, within the national ICT Strategies, programme and resource mobilization strategies formulated to implement	Participation in and contribution to the process of development of ICT Strategies for Outer islands development.	X	X			MHARD/PTU/UNDP/Donors			



EXPECTED OUTPUTS <sup>3</sup> & MONITORING ACTIVITIES <sup>4</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
strategies.	Participation in and contribution to the process of research and programme development and resource mobilisation for implementation of the ICT Strategy for Outer islands development.			X	X	MHARD/PTU/UNDP/Donors	International Consultant		\$15,000
Project outputs provided administrative and specialist support.	Project field visits made by UNDP for monitoring/reviewing progress, technical advice  Project administrative support provided  UNV Specialist Contracts Extended.						Mission costs  Sundries  UNVs X 3	\$8,000  \$6,000  \$60,000	
<b>TOTAL</b>								\$167,000	

## Annual Work Plan

**Year 2006 (January-August)**

EXPECTED OUTPUTS <sup>5</sup> & MONITORING ACTIVITIES <sup>6</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Training programme on project planning, including design, appraisal, implementation, monitoring and evaluation for MHARD and other relevant government, local government, NGO and other relevant agency staff on Funafuti continued and completed. Training content to include economic, social, legal and engineering issues and skills.	Workshops/Seminars planned, designed and implemented in Funafuti by the PTU.	X	X	X	X	PTU/MHARD		Training Costs based on 5 workshops at \$2000 each. to cover venue, materials, misc.charges .	\$10,000
	Ongoing mentoring and hands-on training by the individual specialist in the PTU.	X	X	X	X	PTU/MHARD			

<sup>5</sup> State the outputs that the project is expected to achieve/contribute to. Include relevant indicators/benchmarks

<sup>6</sup> List monitoring activities such as Field Monitoring Visits, Technical backstopping missions, Evaluations, Annual Project Report

EXPECTED OUTPUTS <sup>5</sup> & MONITORING ACTIVITIES <sup>6</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Training programme on project planning, including design, appraisal, implementation, monitoring and evaluation for all remaining island Falekaupules, <i>Kaupules</i> and their local stakeholders continued and completed. Training content to include economic, social, legal and engineering issues and skills.	Workshops/Seminars to be planned, designed and implemented on all outer islands by the PTU and the MHARD counterparts.	X	X	X	X	PTU/MHARD		Training Costs based on 7 workshops at \$5000 each. to cover venue, materials, transport, misc.charges	\$35,000
Policy and technical advice, legal advice, and engineering advice and support continued on on-going and demand basis on all aspects of local governance and development initiatives for MHARD an all island councils.	Continue to respond to demands on an on-going basis.for required assistance.	X	X	X	X	PTU/MHARD		Local Travel Costs /Communications costs as required	\$20,000
	Recording of training and technical support provisions for future reference.	X	X	X	X	PTU		Report Writing/RecordingCosts	\$5000

EXPECTED OUTPUTS <sup>5</sup> & MONITORING ACTIVITIES <sup>6</sup>	Key Activities <i>List all the activities to be undertaken during the year towards stated output</i>	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Project outputs provided administrative and specialist support.	Project field visits made by UNDP for monitoring/reviewing progress, technical advice  Project administrative support provided  UNV Specialist Contracts Extended.						Mission costs  Sundries  UNVs X 3	\$6,000  \$6,000  \$36,000	
<b>TOTAL</b>								<b>\$118,000</b>	

**Government of Tuvalu**

**United Nations Development Programme**

**Outer Islands Development and Local Governance Programme**

This project is designed to support local governance and outer island development in Tuvalu. It will do this through the establishment of a Planning and Training Unit within the Ministry of Home Affairs and Rural Development. This unit would have various roles of providing both pro-active and demand based technical advisory support to the island councils and at the same time develop and implement direct training activities for relevant national government as well as island government personnel in the required skills for local governance and island development. The overall objective is to build the capacity at central government levels to respond to and support island development programmes and local governance capacities on a sustainable basis. Ultimately it will support more balanced and equitable human development in Tuvalu.

SIGNATURE PAGE

Country: Tuvalu

UNDAF Outcome(s)/Indicator(s): Improved mechanisms and structures for effective decentralization;

(Link to UNDAF outcome., If no UNDAF, leave blank)

Expected Outcome(s)/Indicator (s): Implementation of Outer island Development policies to enable the participation of island communities in the formulation and implementation of economic and social programmes at the sub-national level.

Expected Output(s)/Indicator(s) Island council capacity strengthened through training to deliver outer island development programmes; Outer island representatives trained in project development, budgeting and monitoring.

Implementing partner: Ministry of Home Affairs and Rural Development

Other Partners: Ministry of Finance and Economic Planning, Government of Tuvalu

Programme Period: 2004 to 2007  
Programme Component: \_\_\_\_\_  
Project Title: Support to Local Governance for Enhanced Islands Development Programme  
Project Code: \_\_\_\_\_  
Project Duration: 2 years (Sept.2004- August. 2007)

Total budget: \$350,000  
Allocated resources: \$350,000  
• Government  
• Regular  
• Other:(including in-kind contributions)  
o Donor \_\_\_\_\_  
o Donor \_\_\_\_\_  
o Donor \_\_\_\_\_

Agreed by (Government):

Agreed by (Implementing partner):

Agreed by (UNDP):

(Hon LETI PELESALA

(Mr FANOANGAGA. PATORO)

Hans De Graaff

Deputy Resident Representative

## Annex 1

### Terms of Reference

#### UNV Specialist Project Coordinator/Economist

**Post Title:** Project Coordinator

**Duration:** Initially one year.

#### **Objectives and Scope**

The objective of this position is to be the Coordinator of the UNDP Project on Support to Local Governance and Enhanced Islands Development Programme. The person would also be the Economist and Planning Specialist within a Planning and Training Unit to be established for the Ministry of Home Affairs and Rural Development (MHARD).

#### **Principal roles would be:**

1. Advise the Minister and Secretary MHARD and through them the Government of Tuvalu as well as island councils on the development of economic and commercial policies and projects for outer islands;
2. Help the Ministry implement the policies and projects as above and its islands development programme including the planning, monitoring and evaluation of those policies and projects and any additional or emergent strategies;
3. Assist in the training of her/his counterparts and in implementing the training programs for *kaupule* staff, elected officials and island communities as well as counterparts in MHARD and other government and other partner agencies.
4. Have overall oversight and coordination role of the project including on development, monitoring and reporting on the project work plan through the Secretary of MHARD. The Coordinator would have the overall responsibility of drafting all required project implementation and monitoring reports with the inputs of other project specialists and counterpart staff.

The Project Coordinator/Economist should be a person with considerable experience in planning and execution of rural development plans and in particular successful market development and investments in rural island environments. The Economist will be a member of the Planning and Training Unit (PTU) in the ministry of MHARD.

#### **Specific terms of reference**

The Economist/Planner/Coordinator will account to the Secretary MHARD for these responsibilities:

- Develop in consultation with members of the PTU and Directors of Divisions as well as the Project Working Committee an Activity Plan for the Ministry and overall Tuvalu Government intervention in the outer islands amplifying the strategic areas of support for central government involvement in the islands development programme.
- Formulate and further develop in detail economic and commercial investments for outer islands in consultation with *kaupule* and *falekaupule* themselves for inclusion in the Activity Plan at above.
- Design a clear training schedule for his or her counterparts and submit detailed quarterly reports on the counterparts' progress and performance to the Secretary;
- Design in consultation with colleagues in the PTU a clear and simple information system for outer islands development as basis for central government co-ordination of outer island development;
- Monitor and evaluate implementation of Activity Plans, reporting on a regular basis the status of implementation and formulating emerging policies and strategies for Government of Tuvalu approval;

- Assist the Secretary and Divisional Directors plan and manage the outer islands development programmes and other portfolio responsibilities of the Minister MHARD;
- Travel widely and frequently around Tuvalu islands to conduct training, preferably during joint missions with other specialists and local government and NGO officials and provide advice to island governments and communities.
- Project Coordination and leadership

### **Qualifications and Experience**

The Coordinator/Economist is expected to have:

Extensive experience in rural development work especially in the design and management of small market-based programmes in island environments;

Demonstrated ability and experience in the design and delivery of training programmes, preferably to Pacific islanders;

Holder of a formal qualification (bachelor's degree) in economics or any other social science discipline;

Ability adapt to the living conditions in atoll island environments;

Prior experience in dealing with rural people in island environments.

Project management and coordination experience would be advantageous.



## Annex 2

### Terms of Reference

#### UNV Specialist Civil Engineer (Rural Development)

**Post Title:** Civil Engineer (Rural Development)

**Duration:** One year initially.

#### **Objectives and Scope**

1. The objective of this position is to be the Civil Engineer for MHARD in the Government of Tuvalu to: Advise the Minister and Secretary MHARD and through them the Government of Tuvalu as well as the island councils on the engineering aspect of outer islands development policies and strategies;
2. Help the Ministry implement the policies and strategies at 1 above and the island development programmes and projects including the planning, monitoring and evaluation of those policies, strategies, projects and programmes and any additional or emergent strategies;
3. Assist in the training of her/his counterparts and in implementing the training programs for *kaupule* staff, elected officials and island communities as well as counterparts in MHARD and other government and other partner agencies.
4. The Engineer will be a member of the Planning and Training Unit to be established in MHARD. He or she will be a person with considerable experience in planning and execution of rural development projects and works.

#### **Specific terms of reference**

3. The Engineer will work as part of a team under the coordination of the Project Coordinator and report through the Coordinator to the Secretary MHARD for these responsibilities:
  1. Assist develop in consultation with members of the PTU and Directors of Divisions as well as the Project Working Committee an Activity Plan for the Ministry and overall Tuvalu Government intervention in the outer islands amplifying the strategic areas of central government involvement in the islands development programme.
  2. Formulate and further develop detailed engineering plans for outer islands in consultation with *kaupules* and *falekaupules* themselves for inclusion in the Activity Plan mentioned above.
  3. Design a clear training schedule for his or her counterparts and submit detailed quarterly reports on the counterparts' progress and performance to the Secretary;
  4. Monitor and evaluate implementation of Activity Plans, reporting on a regular basis the status of implementation and formulating emerging policies and strategies for Government of Tuvalu approval;
  5. Assist the Secretary and Divisional Directors plan and manage outer islands development projects and other portfolio responsibilities of the Minister MHARD.
  6. Travel widely and frequently around Tuvalu islands to conduct training and provide advice to island governments and communities.

#### **Qualifications and Experience**

4. The Civil Engineer (Rural Development) is a person with these qualifications:
  - a. Extensive experience in rural development work especially in the design and maintenance physical infrastructure and other small market-based projects in island environments;

- b. Demonstrated ability and experience in the design and delivery of training programmes to Pacific islanders;
- c. Holder of a formal qualifications in engineering or equivalent experience;
- d. Ability adapt to the living conditions in atoll island environments;
- e. Prior experience in dealing with rural people in island environments.

## Annex 3

### Terms of Reference

#### UNV Legal Specialist (Local Governance/Community Development)

**Post Title:** UNV Legal Specialist (Rural Development).

**Duration:** Initially one year.

#### **Objectives and Scope:**

The objective of this position is to provide legal advice to the MHARD in the Government of Tuvalu in the administration and implementation of the Falekaupule Act 1997 in outer islands as well as any review and recommendations arising out of such review of this Act;

Help the Ministry implement its the policies including provision of legal advice and support in the planning, monitoring and evaluation of those policies and strategies and any additional or emergent strategies;  
Assist in the training of her/his counterparts and in implementing the training programs for *kaupule* staff, elected officials and island communities as well as counterparts in MHARD and other government and partner agencies.

The legal specialist would need to be familiar with the Tuvalu rural development context and in particular with market development and investments in rural island environments. The legal specialist will be a member of the Planning and Training Unit (PTU) in the ministry of MHARD.

#### **Specific terms of reference**

3. The legal specialist will work as part of a team under the coordination of the Project Coordinator and report through the Coordinator to the Secretary MHARD for these responsibilities:

- Assist in the development, in consultation with members of the PTU and the Project Working Committee an Activity Plan for the Ministry and overall Tuvalu Government intervention in the outer islands amplifying the strategic areas of central government involvement in rural area as identified in the islands development programmes.
- Advise on the legal aspects of planned economic and commercial investments on outer islands in consultations with *kaupule* and *falekaupule* for inclusion in the Activity Plan.
  - Design a clear training schedule for his or her counterparts and submit detailed quarterly reports on the counterparts' progress and performance to the Secretary;
  - Design in consultation with colleagues in the PTU a clear and simple information system for the outer islands development programmes and projects as basis for central government co-ordination of outer island development;
  - Monitor and evaluate implementation of Activity Plans, reporting on a regular basis the status of implementation and formulating emerging policies and strategies for Government of Tuvalu approval;
  - Assist the Secretary and Divisional Directors plan and manage outer islands development programmes and the other portfolio responsibilities of the Minister LGRDWYC;
  - Travel widely and frequently around Tuvalu islands to conduct training and provide legal advice to island governments and communities.

## **Qualifications and Experience**

The legal specialist will be a person with these qualifications:

Extensive experience in rural development work especially in the administration of laws applying to rural and community development in island environments;

Demonstrated ability and experience in the design and delivery of training programmes to Pacific islanders;

Holder of a formal qualification (bachelor's degree) in the laws of Pacific Islands;

Ability to adapt to the living conditions in atoll island environments;

Prior experience in dealing with rural people in island environments would be considered an advantage.

## *Annex 4*

### **Terms of Reference**

#### **National Project Director (NPD)**

The NPD would have the overall oversight responsibility for the Support to Local Governance for Enhanced Islands Development Programme on behalf of the Government of Tuvalu (GOT) as the National Executing Agency for the project.

The NPD would be the Secretary for the Ministry of Home Affairs and Rural Development unless otherwise determined by the GOT on consultation with UNDP.

The specific responsibilities of the NPD would include:

- Being thoroughly familiar with the project details and in particular its strategy, outputs, activities in order to be able to provide high level oversight responsibilities resulting in the successful implementation of the project;
- Being the final point of contact for the project on all matters relating to the project;
- Being formally responsible for the regular and timely convening of the Project Working Group (PWG) and being the Chairperson of the PWG and thereby ensuring that the membership is representative of relevant stakeholders of the project.
- Ensuring that all project reporting, quarterly progress reports, financial reports, annual project reports as well as other reports that may be required from time to time are prepared and submitted in sufficient detail and as per required formats.
- Being accountable to UNDP in the achievement of the project outputs, with specific reporting on the impact of the project in terms of the number and quality of outer islands development projects and programmes.
- Provide leadership role and guidance to the project team, including counterparts.
- Undertake other responsibilities that may be assigned from time to time.

## **Terms of Reference**

### **Project Working Group**

The Project Working Committee (PWC) would be chaired by the Secretary for MHARD as the National Project Director (NPD). Other members of the PWC would be appointed by the NPD. Recommended membership is to include all the Heads of Department in the MHARD, a representative of the Prime Minister's Office, a representative of the Ministry of Planning and Statistics, and the specialists recruited under this project. The NPD may appoint other members as he/she sees the need. Consideration would be given also to including representatives of the falekaupules, kaupules (whenever feasible). They would be consulted, regardless of attendance, on a regular basis, to ensure that the work programme reflects their on-going needs and demands. NGOs relevant to the project activities would also be invited to be part of the technical working group.

Project technical staff from the UNDP Gender and Social Development projects would also be invited to the PWC to facilitate better synergies, coordination, and work/resource-sharing amongst the three projects. UNDP PPM responsible for Tuvalu would be involved virtually in this work-planning exercise.

The primary responsibilities of the PWC would be:

- Review the project overall annual workplan and align it as necessary to the needs for outer islands development within the broad framework of the project;
- Help and guide the project team/ specialists draw up their monthly, detailed work schedule;
- Receive, review and comment on the quarterly project progress reports from the members of the project team and provide concrete guide for further activities as per the project objectives;
- Review and assist as necessary the establishment and implementation of procedures to respond to request for project assistance by the Falekaupules and Kaupules;
- Act as the primary sounding board/advisory body for the review of project implementation and realignment to ensure that the project meets identified as well as emerging needs for support to local governance;
- Provide overall guidance to the project coordinator and the NPD in the project implementation and address any issues brought to it by the project staff and management.