

**ADDENDUM N° 2  
TO  
CONTRIBUTION AGREEMENT N° FED/2013/315-681**

The European Union, represented by the European Commission, (“the Contracting Authority”),  
of the one part,

and

The United Nations Development Programme (UNDP) with its Head office at One UN Plaza, New York, NY 10017, USA, represented for the purpose of this agreement by the Office of the Resident Representative, Level 7 Kadavu House, 414 Victoria Parade, Suva, Fiji (“the Organisation”)

of the other part,

(Individually a "Party" and collectively the "Parties"), have agreed as follows:

The following provisions of Contribution Agreement “Strengthening Civil Education and Dialogues to Support Transition to Democracy and the Rule of Law in Fiji” / or **FED/2013/315-681** concluded between the Contracting Authority and the Organisation on 08 May 2013 (the "Agreement") are hereby replaced as follows:

**Annex I – Description of the action**

***Under Chapter 2.3 Activities, Activity 1, the following new sub-activities are added:***

- g. Coalition building & advocacy skills building: build capacity and otherwise engage with smaller, local CSOs using participatory and dialogic approaches empowering Fiji’s CSOs, youth groups and women’s groups to raise challenging governance issues at the community level. More must also be done to build constituency of change at a wider, national level to ensure that these issues are treated by government and other actors in a manner that is both sustainable and impactful. Providing coalition and advocacy skills building will assist these smaller, “grassroots,” CSOs and larger, advocacy-based CSOs to build coalitions around key development themes. Fiji’s new Parliament provides significant opportunities for meaningful civic engagement. Yet, given that eight years have passed since the last Fiji Parliament sat, few organizations or individuals have the knowledge and expertise to adequately navigate parliamentary processes and employ the lobbying and communication skills to see the passage of issue-based bills through MPs, to adequately review and petition for the revision of budgets, or to provide for robust evidence-based, testimony before committee hearings. A focus on advocacy skills training will also ensure a more robust engagement with Fiji’s new Parliament with strong research, impactful messaging, and targeted social networking efforts, among other things.
- h. Local government capacity building: engage local government authorities to ensure that CSO activities link successfully with government-led efforts in areas of mutual interest. Capacity building of provincial authorities in the areas of leadership training, planning methodologies, and monitoring and evaluation, will provide these crucial actors with the tools they need to engage CSOs on an equal footing, ensuring constructive relationships based on participatory approaches.

*The revised version of Annex I: Description of the Action is attached to this Addendum*

*Under Chapter 2.3 Activities, Activity 2, the following new sub-activities are added:*

- a. High level leadership dialogue and mapping: Small group/stakeholder meetings will be convened with key stakeholders from Government, civil society, political parties, and prominent traditional leaders. The gatherings will focus on continued relationship building as well as identifying strategies for dealing with critical issues such as land, national identity, and inclusive security sector processes, throughout the transition period.
- b. Facilitate CSOs engagement in dialogue with high level stakeholders: Facilitate CSOs engagement with Ministries and other high level stakeholders to establish relationships and build trust amid mutually important issues through workshops, joint advocacy and communication strategies.
- c. Political party engagement: As Fiji transitions to democracy, political parties will be key to the institutionalization of a culture of peaceful change and to support community efforts to rise above conflict and misperceptions. It is important to engage with parties to raise awareness on non-violence and conflict management as well as inclusive cross party dialogues. Awareness on conflict sensitivity will be raised as well as responsibilities of parties in bringing about peaceful change and their respective agendas.

**Annex III – Budget of the Action**

*The revised version of Annex III: Budget for the Action is attached to this Addendum*

All other terms and conditions of the Agreement remain unchanged. This addendum shall enter into force on the later date of signature by the Parties.

Done in English in two originals, one original for the European Commission and one original for the Organization

**For the Organisation**

Name: *AKIKO FUJII*

Title: *Deputy Resident Representative*

Signature *AKIKO FUJII*

Date *23/3/15*

**For the Contracting Authority**

Name: *Jan P...*

Title: *Head of Cooperation*

Signature:

Date *27/2/15*

## ANNEX I

### PROJECT DESCRIPTION

#### **1. RATIONALE**

##### **1.1. Summary**

This Project builds on the success of phase 1 of the UNDP National Initiative for Civic Education (NICE) Project (2008-2011) jointly supported by the European Union and New Zealand Aid Programme. The "Supporting Civic Education and Dialogue in Fiji" (CivED) aims to empower citizens and civil society organizations, in Fiji, to contribute effectively to the Government's planned constitutional and electoral reforms in 2012-2014.

The Project aims at ensuring the maximum participation of all citizens in the electoral process, providing timely, accurate and relevant information in order for people to make informed decisions about the constitution and the voting system, enabling spaces for dialogue and strengthening relationships to ensure the constitutional review process and voting process is peaceful and inclusive.

##### **1.2. Sector context**

The Republic of Fiji has a strong record of political instability, undergoing four coups d'états in the last 20 years. The instability lies in competition over land and access to resources between Indigenous Fijians and Indo-Fijians of Indian origin. Inequalities and structural divisions in legislation and policies have encouraged ethnic polarisation and social and economic tensions: Indigenous Fijians feared losing their identity, political control and rights to community-owned land and Indo-Fijians, in turn, worried that they might be evicted from lands that they have farmed, as tenants, for generations. The Indo-Fijian community was a slight majority (around 52%) until the first coup 1987, but mainly due to emigration, currently only represents about 38% of the population. Additional factors impacting on conflict dynamics in Fiji include the legacy of a "coup culture", legitimising the use of force as conflict resolution; the rural to urban and peri-urban migration with an increased number of squatter settlements and high unemployment; and increasing poverty in rural areas impacting all communities, independently of ethnicity<sup>1</sup>.

While previous military coups occurred in pursuit of indigenous rights, the 2006 coup embraced a good governance agenda, calling for the ending of ethnic divisions. It resulted in a National Council for Building a Better Fiji, which was set to design the "People's Charter for Change, Peace and Progress". However, in 2009, the Government cancelled planned elections, abrogated the Constitution and issued a Public Emergency Regulation (PER), severely restricting basic human rights. The PER was lifted in 2011 and replaced by the Public Order

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<sup>1</sup> Narsey, W.L. "Poverty in Fiji. Changes 2002-3 to 2008-09 and policy implications", Fiji Bureau of Statistics Suva May 2012

Amendment (POR) Decree which, although containing similarly restrictive measures, has been only partially enforced<sup>2</sup>.

The "Strategic Framework for Change" announced by the interim Government after the abrogation of the Constitution in 2009, set out a roadmap which envisaged a new Constitution and elections by September 2014. A timeline was announced in March 2012 anticipating (i) civic education in May-June 2012, (ii) consultations with citizens in July-October 2012 and the preparation of the Constitution at the end of 2012 by a Constitutional Commission; (iii) the review and adoption of a final draft text by a Constituent Assembly (January-March 2013); (iv) assent to the new Constitution by the President of Fiji (March/April 2013); (v) paving the way for the adoption of a new electoral law, and for parliamentary elections no later than September 2014. The timeline has been maintained and with the support of donors, the constitutional review process is on-going. In addition, in July 2012, Government also embarked on a national wide electronic voter-registration exercise.

The consultation process for the purpose of the new Constitution started in June 2012, by the Constitutional Commission led by Prof Yash Gaj, a prominent constitution scholar. Participation in consultation meetings is widely encouraged. The interim Government has laid down a number of so-called non-negotiable principles for the Constitution; these include: common and equal citizenry; secular state; removal of corruption; good and transparent governance; social justice; one person one value, one vote; the elimination of ethnic voting, proportional representation of parties and a voting age of 18. However, immunity provisions demanded by the Government for those involved in the coup, the continuing restrictive atmosphere for independent media reporting and the independency of the future Constituent Assembly are concerns to large part of civil society.

The Government has shown little capacity and interest to implement the civic education component of the constitutional agenda and has not been supportive of development partners efforts to setting up a second phase of the national civic education initiative (EU funded NICE programme, in place from 2008 to 2011). On the other hand Government has left open to civil society organisations to organise initial activities around civic education country-wide, with the support of international partners, and facilitated their work by lifting the permit requirement for holding public meetings.

The constitutional and electoral reform process presents a number of opportunities and challenges for transition to democracy in a context where, historically, the past four coups reflect the failure of reaching consensus among Fijian population on governance.

In respect of the opportunities, the space has now been opened up to discuss a number of key issues closely related to democracy, rights and the rule of law. Some of these issues remain highly controversial with views differing on a number of points among and between some sectors of the Fiji population. Despite initial scepticism and decisions not to engage in the process, most communities and organizations have decided to see this as an opportunity to make their voices heard. Leaders and facilitators from a wide range of organizations are organizing discussions in most geographical areas of Fiji and are encouraging members to make submissions to the Constitution Commission. Some of the larger and more rights-based non-governmental organizations have developed extensive programmes around awareness about the constitution, women's participation in politics, inclusion of diversity etc. and the outreach base of a number of these organization's has been extended. The partnership and

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<sup>2</sup> and in some cases waived in the context of the consultations undertaken in the ongoing constitutional reform.

convening ability of many of these organizations has also increased during this process. This is a good sign for establishing a sustained and longer term national capacity for civic education and rights awareness among civil society across a wide and geographically diverse cross section of the community.

The challenges relate to the legitimacy of the process itself and to the way that the controversial issues are being raised, discussed or dealt with. For the process, it seems that the Constitution Commission and its process for receiving submissions have been mostly accepted as legitimate by the people of Fiji. Yet, once the Commissioners have drafted the Constitution, the next milestone is whether the people of Fiji will accept that the Constitutional Assembly is representative of the people of Fiji and the Constitution is an acceptable document. Similar legitimacy issues surround the future electoral process and the outcome of the expected September 2014 election. Regarding controversial issues, a range of differing opinions has already emerged during the Constitution review process and are likely to intensify as elections draw near. Examples of these issues include the secular state, common citizenry, land ownership, the role of the military, recognition of some minority rights etc. Even if some of the issues are “laid to rest” in the constitution itself, they will continue to be points of divergence and are susceptible to being used by political leaders to fuel existing social and ethnic division.

Against this background, it is critical that accurate and unbiased information about all aspects on the road to democracy, including the transition, the constitution, the new electoral system, be easily accessible and widely available (civic education). In addition to having the correct understanding of what the different terminology means and how different aspects of a democratic system may be implemented, people must be given sufficient opportunities to safely and peacefully discuss/debate controversial issues in ways that bridge divisions rather than deepen them (dialogue spaces). Dialogue spaces do not only provide opportunities for different stakeholders with divergent views to openly discuss issues, they also serve to build new relationships of trust. These new relationships of trust can move constituencies toward each other without resorting to violence and/or further division.

Developing synergies between the civic education efforts and the dialogue spaces established will contribute to deepen and widen the impact on Fijian population and will contribute to a successful transition to democracy and the rule of law in Fiji

### **1.3 Lessons learnt**

The Action is built on the previous EU and NZAID funded National Civic Education (NICE) program implemented by UNDP from 2008 to 2011 and on the ongoing EU-EIDHR country based support scheme, with grants focusing on democracy, multiculturalism and conflict resolution. The NICE program developed a civic education curriculum which was disseminated through institutional partnerships with eight local CSOs along with training of Civic Education Facilitators and community leaders. Key lessons learnt include the need for (i) greater participation of CSOs (and building trust between CSOs and promoting CSOs working in partnership), (ii) specifically target youth in civic education initiatives;(iii) longer timeframes for development of teaching materials, (iv) the importance of the use of vernacular languages, (v) a greater attention to be paid to mapping outreach and field activities to preclude duplication and (iv) supporting civil society in delivering and monitoring their activities. In addition, efforts are also needed for civic education programmes to retain their relevance in an evolving political context without compromising good governance orientations and to transcend political differences.

The Action also build on two key UNDP programs, the roundtables processes organised by the "*Strengthening Peace and Development Dialogue in Fiji*" project and the CPAD<sup>3</sup> regional project supporting conflict prevention activities and dialogue in the Pacific, notably through the creation of an online community of practice and the award of grants to civil society organisations. Lessons learnt from these two projects highlights: (i) the successful role of UNDP as facilitators and impartial negotiator building trust during formal and informal dialogue processes at higher and lower levels in society (ii) the importance of maintaining safe space for dialogue at different levels, (iii) conduct careful political analysis (iv) building trust as a first priority before the start of the dialogue program; (v) the importance of side or bi-lateral meetings before formal meeting or roundtable take place; (vi) the need for linking dialogue to specific issues or objectives to be reached after dialogue processes have run their course.

#### **1.4 Complementary actions**

EU bilateral support to Fiji was suspended in October 2007, in line with Article 96 of the EU-ACP Partnership Agreement (Cotonou). Since then the EU has continued to provide support to CSOs working on human rights under the EIDHR and on social mitigation and agricultural diversification program in the sugar belt area. Within a constrained framework for action due to the limitation of CSOs active in the field of democracy, the EIDHR allocation (€ 3.1M between 2008 and 2012) has supported dialogue on democratic values and rule of law and actions on the rights of women, youth and vulnerable or marginalised groups. The Action represents a component of the overall EU assistance to the return to democracy in Fiji and is complementary to the Instrument for Stability funded component (approximately € 1.7M), focusing on direct support to the constitutional review process, by supporting the works of the constitutional commission and constitutional assembly. Further technical assistance to the election process and election monitoring may be developed in 2013.

#### **1.5 Donor coordination update**

There is regular coordination among a limited number of donors interested in supporting the transition to democracy (EU, NZ aid, Aus Aid, UK, UNDP etc.). Donors are currently engaged in securing funds to the work of the Constitutional Commission and Constitutional Assembly. AusAID has committed €0.49M while USAID provided €0.19M through the American Bar Association. The UK has pledged €62,000. New Zealand Aid foresees a contribution of close to €0.4M. AusAid and NZAID are also supporting the ongoing electronic voting registration exercise. AusAID has provided €0.48M to the UNDP CPAD programme for civic education and along with USAID have established a fast track starter pack running until end of 2012; providing small scale grants to CSOs. UNDP through its global partnership has secured funds €0.5M for roundtable dialogue until end of 2012. Funds to support civic education and dialogue roundtable through UNDP, complementary to the proposed action are currently being discussed with AusAID.

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<sup>3</sup> "Strengthening Capacities for Peace and Development in the Pacific"

## 2. OBJECTIVIES, RESULTS, ACTIVITIES

### 2.1 Objectives

The *overall objective* is to contribute to transition to democracy and the rule of law in Fiji. The *project purpose* is to encourage the active and peaceful participation of Fiji's citizens in the constitutional and electoral processes, while respecting the rule of law, human rights and accepting the outcome of free and fair elections

The project includes the implementation of a number of interrelated activities that will reinforce and strengthen efforts to promote democracy, peace and stability in Fiji. The on-going dialogue process provides a platform for helping identify strategies for dealing with a wide range of critical and diverse issues that continue to be flagged in many of the submissions made to the Constitutional Commission. These strategies will help inform the approaches adopted in the design of the civic education materials and the multi-media campaigns developed under this project. It is also envisaged that the dialogue processes will help build the trust of the Government in the role and responsibility of civic educators to create a more aware and better informed voter population. A key element of this project is to build the capacity of civil society and those involved in civic education to encourage fair and accurate awareness raising, underscoring the importance of a rights-based approach to civic education in a fully functioning democracy. The neutral nature of the implementing partner (UNDP), with recognised experience in the field of civic education (NICE) and political dialogue in Fiji ("*Strengthening Peace and Development Dialogue in Fiji*"), to implement such initiative is of paramount importance to the success of the Action.

### 2.2. Expected results

The expected results are :

1. Fiji's citizens and CSOs are informed and increasingly engaged in public debate on relevant national and local issues which upholds core democratic principles and values
- 2: Dialogue spaces are in place during the election and post-election phase, for inclusive political dialogue on civic, economic development and social issues and relationship building between and amongst different constituencies

### 2.3 Activities

***Activity 1: Support to non-state actors and CSOs to deliver high quality civic education processes***

Given that the last election took place in 2006, the expertise and capacity of CSOs to monitor the exercise of political rights in the lead-up to, and of the election itself, remains limited. UNDP will work with and support non-state actors to improve the scale, reach and quality of their civic education work and of their independent monitoring. In addition, UNDP can build the capacity of CSOs, political parties, and possibly the Fiji human rights commission (depending on their mandate in the new constitution) in monitoring the exercise of political rights in the lead up to the elections, which may facilitate training for independent election monitoring. The overall modality is to work with different types of organizations in Fiji to ensure that materials are developed or revised, outreach activities take place and public awareness is heightened through multi-media campaigns. The manner in which this is done is through technical support and capacity building for non-state actors.

Particular attention will be paid to special interest groups who require a more tailored and specific civic education approach and/or groups that have fallen outside of the larger more traditional NGO's reach. While the focus of the capacity building for civic education outreach is on civil society, government ministries wherever relevant and possible will be included in the awareness raising, training and capacity building.

Grants may be awarded to a NGOs or NGO consortiums to do the common messaging and revisions and to develop additional civic education materials, including specific material on voter education.

Smaller grants may be disbursed to other NGOs who have specific messaging requirements. UNDP can support and assist with messaging and materials development, as well as the use of language and interpretation. Emphasis will also be given to innovative and participatory training and educative methods such as mock elections and so on

This activity will make use of the existing small grant facility set up at the UNDP Pacific Centre in Suva to manage grants for the CPAD project to support the first phase of the electoral process which is supporting the people's submissions to the Constitutional Commission.

Grants will support civil society organizations in developing their own strategies to civic education while UNDP will provide assistance and capacity development support while harmonizing and overseeing fairness of the messages and trainings and coverage.

Sub-activities include:

- a. Mapping the civic education terrain:** key issues for the initial phase is the mapping of key and potential organisations and their capacity, type of existing material developed, coverage of population and geographical area, issues to be prioritized, which groups have been targeted, existing experience and capacity with regards to monitoring, documentation and familiarity with electoral processes. Particular attention will be paid to special interest groups who require a more tailored and specific civic education approach and/or groups that have fallen outside of the larger more traditional NGO's reach. While the focus of the capacity building for civic education outreach is on civil society, government ministries wherever relevant and possible will be included in the awareness raising, training and capacity building.

From this mapping it should be possible to outline further activities based on what needs to be done in the areas of materials, outreach and messaging.

- b. Civic Educational materials:** Re-develop and/or review/ and/or translated. New material might also need to be developed around the new constitution and electoral system including available complaints mechanisms to respond to the need for voter education as a component of broader civic education. A link will be made to the EU funded programme expected to support the Constitutional Commission (and its successor) to promote awareness in relation to the new Constitution.
- c. Increasing and improving outreach:** Train/retrain civic educators; facilitate/support/organize workshops. This will include reaching groups outside of the urban centres, as well as special interest groups. Emphasis will also be given to innovative and participatory training and educative methods such as mock elections and so on
- d. Methods for discussing difficult issues:** work-shopped with different focus groups to develop a method for discussing these difficult issues
- e. Public events:** design and implement of public events to raise awareness (lecture series, public debates, school competitions etc.)
- f. Multi-media outreach:** design and implement public multi-media campaigns
- g. Coalition building & advocacy skills building:** build capacity and otherwise engage with smaller, local CSOs using participatory and dialogic approaches empowering Fiji's CSOs, youth groups and women's groups to raise challenging governance issues at the community level. More must also be done to build constituency of change at a wider, national level to ensure that these issues are treated by government and other actors in a manner that is both sustainable and impactful. Providing coalition and advocacy skills building will assist these smaller, "grassroots," CSOs and larger, advocacy-based CSOs to build coalitions around key development themes. Fiji's new Parliament provides significant opportunities for meaningful civic engagement. Yet, given that eight years have passed since the last Fiji Parliament sat, few organizations or individuals have the knowledge and expertise to adequately navigate parliamentary processes and employ the lobbying and communication skills to see the passage of issue-based bills through MPs, to adequately review and petition for the revision of budgets, or to provide for robust evidence-based, testimony before committee hearings. A focus on advocacy skills training will also ensure a more robust engagement with Fiji's new Parliament with strong research, impactful messaging, and targeted social networking efforts, among other things.
- h. Local government capacity building:** engage local government authorities to ensure that CSO activities link successfully with government-led efforts in areas of mutual interest. Capacity building of provincial authorities in the areas of leadership training, planning methodologies, and monitoring and evaluation, will provide these crucial actors with the tools they need to engage CSOs on an equal footing, ensuring constructive relationships based on participatory approaches.

UNDP support, beyond grant management will ensure transfer of skills related to civic education, to all grantees. This is often related to:

*i. Training in skills required to run civic education programmes, including understanding the content and methods that work*

After the mapping exercise has been done, gaps and areas for attention will become more apparent. This might relate to issues of understanding the content; how to link the content of rights awareness etc. to people's daily lives, skills in facilitating workshops, skills in handling difficult questions and better knowledge about the issues in the transition phase. These skills building workshops can take place at a sub-national level in the different provinces.

*ii. Workshop and outreach design*

The outreach of civic education should ideally cover the following demographics: *geographical reach*; *age* (youth; elderly; retired; public sector); *gender and sex* (women's groups, sexual minorities); *sector interest* (trade unions, cane growers, market vendors, professional associations, private sector, shoeshine "boys"); different faiths (Hindu, Muslim); and marginalized groups (urban poor; detainees; ex-convicts etc.). Smaller or special interest groups falling outside of the reach of the larger NGOs also need to be supported.

*iii. Capacity-building on political rights and electoral monitoring before, during, and after the elections*

Materials and training for CSOs and political parties on political rights monitoring in the lead-up to the elections might be a good opportunity to strengthen the monitoring of electoral processes during and immediately following the vote. UNDP has in-house experience on building capacity on rights-monitoring, including during elections, and will facilitate the provision of targeted capacity-building on monitoring of electoral processes.

*iv. Materials development*

Based on the mapping, it will become clear which additional materials need to be developed, which materials need revision and which materials need to be translated or re-written for certain audiences (be it at the level at which the material is pitched e.g. grassroots level, or the needs of special interest groups, or around certain processes such as on voting, or the campaign period). NGOs or a consortium of NGOs may develop the base line educational outreach materials. UNDP can bring other global examples to spark new interest, support different types of messaging at different levels and assist in making messages accessible.

*v. Facilitation skills*

Facilitation skills are very important in civic education work. The larger NGOs will most likely be training trainers to implement the civic education programmes, UNDP can assist in supporting these NGOs in their Training of Trainers and up skilling any of their methods where needed.

*vi. Assistance to raise public profile and communication strategies*

UNDP has a dedicated communications team that can assist any of the NGOs with communication's strategy, public outreach and campaigns where needed. It is likely that a few of the larger specialized NGOs will be active in public multi-media campaigns and

UNDP can ensure that these include both mainstream and community based media outreach.

*vii. Coaching and mentoring support*

In addition to capacity building, through its network of CPAD and NICE members, UNDP can assist and support certain organizations on a one-to-one basis in their civic education work as requested. UNDP can further backstop and provide mentoring support to organizations engaged in political rights monitoring before, during, and after the elections.

*viii. Where specifically relevant, support for organizational development and financial management*

In the case of some of the NGOs who are looking to scale up their work through this project, UNDP can provide financial, management and organizational development support to strengthen the infra-structure of organizations.

## **Activity 2. Dialogue process and relationship building**

UNDP will continue to facilitate the on-going high level dialogue and the exchange of views in order to continue the confidence and relationship building process around critical issues facing Fiji's transition to democracy. Some of these significant issues include, but are not limited to land, state and religion, national identity, the Military's role through the transition period, etc. The emphasis shall continue to be engaging in dialogue with high-level officials in a safe, neutral space to identify issues jointly and building trust and strategic relationship building based on developing a deep understanding of different points of view, in order to engage in joint problem solving and to bridge the gap between the State and Fiji's society key stakeholders who are perceived as strong critics and opponents of the present Government.

Main Sub- activities include:

- a. **High level leadership dialogue and mapping:** Small group/stakeholder meetings will be convened with key stakeholders from Government, civil society, political parties, and prominent traditional leaders. The gatherings will focus on continued relationship building as well as identifying strategies for dealing with critical issues such as land, national identity, and inclusive security sector processes, throughout the transition period.
- b. **Facilitate CSOs engagement in dialogue with high level stakeholders:** Facilitate CSOs engagement with Ministries and other high level stakeholders to establish relationships and build trust amid mutually important issues through workshops, joint advocacy and communication strategies.
- c. **Political party engagement:** As Fiji transitions to democracy, political parties will be key to the institutionalization of a culture of peaceful change and to support community efforts to rise above conflict and misperceptions. It is important to engage with parties to raise awareness on non-violence and conflict management as well as inclusive cross party dialogues. Awareness on conflict sensitivity will be raised as well as

responsibilities of parties in bringing about peaceful change and their respective agendas.

- d. **Convening side discussions:** These side discussions with subgroups from the roundtable processes can discuss actions possible on critical issues outlined in the roundtable meetings as well as determine other issues/sub-issues to discuss in the next roundtable meeting based on the evolving political context.
- e. **Implementing shuttle diplomacy:** bilaterally addressing fears and concerns through shuttle diplomacy between individual stakeholders. This involves organizing informal conversations in small groups and undertaking explicit and implicit confidence building activities
- f. **Support to mid-level and grassroots dialogue processes:** support to key CSOs working on democracy ( i.e. Dialogue Fiji, CCF, Fiji Women Rights Movement and other CSOs) to engage in more mid-level and provincial dialogue processes and relationship building. This can be done through technical support in the form of workshop design, training facilitators, convening stakeholders.

### 3. RISKS AND ASSUMPTIONS

The key assumption at present is that the **interim Government remains committed** to the Constitutional reform process and the holding of elections in 2014 thus allowing for the implementation of the Action. Risks however exist: (i) Government could seek to influence the process through intensified restrictions on the basic freedoms necessary for an open and inclusive exercise (i.e. re-introduction of permit request for workshops and public meetings); (ii) Government raises objections to UNDP's role in providing a national civic education programme during Fiji's transition phase and decline to engage in dialogue process.

Another key risk for the Action is the **political tension during the transition period** stemming from the present government's lack of legitimacy; concerns regarding the independence of the judiciary; mistrust of the security forces; self-censorship of the media; lack of public political space for open debate; doubts regarding the legitimacy and credibility of the upcoming Constituent Assembly and the Constitution as well as the "free and fair" character of the 2014 electoral process. The risk is for the political context to evolve in a manner that makes it impossible to create genuine safe spaces for dialogue and/or civic education, or makes it impossible to have genuine engagement from participants (e.g. limited government commitment to the process or limited willingness of NSA to engage constructively with the authorities).

A key mitigating measure will be the **continued strong coordination of international community** behind the initiative (co-funded by EU, UNDP for the civic education component and AusAid for the political dialogue component) ultimately leading to the authorities and civil society partners to remain engaged in the process. In addition, the implementation of the Action will follow a **flexible approach**, highly adaptable to changing context, and responding to the needs of the various target beneficiaries (e.g. voter population, NGO representative, political party leaders etc.).

The first 6 to 10 months of the Action will be key in factoring all evolutions of the overall context and various dynamics at play, notably through the mapping exercises, political analysis as well as

regular monitoring activities built in the project. In that context a key mitigating factor will be the Action's collaboration with CSOs, whose past and current work in monitoring Government accountability and rule of law will continue to provide crucial information. Ultimately, the dialogue process and civic education efforts supported by the Action will act as mitigating factors and help guide the transition to a fruitful end.

#### 4. CROSS-CUTTING ISSUES

In Fiji, customary governance systems continue to co-exist with modern Government systems. Some of the underlying values of customary systems are often viewed as inconsistent with human rights principles, norms and standards, in particular the lack of participation by women and youth in decision-making structures. The Action will, among others, focus on the needs of young people and women who remain culturally and politically marginalised in decision making processes and in general in debates related to nation-building. A particular emphasize will be put on women living in rural areas. In addition, it is expected that the voting age will be lowered from 21 to 18 years old for the next elections thus offering an opportunity for youth to become more active citizens.

#### 5. STAKEHOLDERS

The target group for civic education on the constitutional reform process and the upcoming elections remains the **general population of Fiji** (estimated number of voters at 600,000 with youth aged 18-34 making up almost half of the electorate).

The final number of population registered in the initial electronic voter registration exercise is 484,843, with the largest numbers residing in the two largest main islands of the country. However electronic voters registration has been reopened in November 2012 and in reopen in successive periods until 2014, in order to allow for additional voters to get registered.

DIVISION	REGISTERED VOTERS
CENTRAL	195,868
EASTERN	22,379
WESTERN	185,930
NORTHERN	80,666
<b>TOTAL</b>	<b>484,843*</b>

\*figures at 31/08/2012 final date of first electronic voter registration, data cleaning and breakdown per age not yet available.

The action will also have specific emphasis on:

- (i) young people, in particular those who will be voting for the first time in 2014,
- (ii) women, in particular in rural communities and

(iii) specific groups marginalised in political life such as rural Indo-Fijians; women and squatter communities; people with disabilities and (iv) the network of social and political actors in Fiji participating or willing to be engaged in peace dialogue processes.

**UNDP** is the implementing partner for the Action. It has been working with CSOs, key influential actors and Government since 2009 on establishing and strengthening strategic relationships among different groups in society. This has been done through the EU funded National Initiative for Civic Education (NICE), the CPAD project and the Roundtable on Peace and Development process. Beyond ensuring financial accountability of EU funds and sending a political message of donor alignment to the authorities, a Contribution Agreement with UNDP will guarantee the neutrality of the implementation vis-à-vis the authorities as well as the NSA, the development of unbiased messages and the harmonization of those messages across diverse and, at times, antagonistic NGOs in Fiji. It will also ensure transfer of skills related to civic education, voter education to all grantees, and will help develop synergies between the two main components of the Action (i.e. civic education and dialogue) thus strengthening the impact of both on the transition process. Training of NGOs in skills required to run civic education programmes, including on content (e.g. on civic and political rights, electoral monitoring), on communication methods, on outreach strategies, on materials development among others will be provided. In addition, UNDP will ensure coaching and mentoring of NGOs before, during and after the elections and, where relevant, support for organizational development and financial management.

**Civil Society Organisations (CSOs)** will be both a beneficiary of the Action and an instrument to achieve the objectives set out by the programme. NGOs have played a key role in the past years in civic education and strengthening awareness of people's in Fiji about civic and political rights. Mistrust and divisiveness<sup>4</sup> between CSOs emerged after the 2006 coup and may be further exacerbated in the run up to the 2014 elections. However there has been recent progress and concrete examples of strategic relationships and promising partnerships across CSOs serving the purpose of preparing citizens for election have emerged in the past two years. In 2011, a joint civil society initiative, Dialogue Fiji, evolved with the support from the UNDP CPAD programme, building civil society skills in peace building, conflict resolution and reconciliation. This initiative has helped built trust by uncovering divergent and shared perspective on the multiple effects of political instability, healing and mending relationship across and within CSOs<sup>5</sup>. Four key women organisations have convened a National Women Forum in the first semester of 2012 to agree on women's organisations position and active actions in support of the electoral process.

During the project implementation period, UNDP will partner with prominent CSOs that are active in the democracy and rule of law field. Funding to CSOs will be provided through a competitive process. However, it is expected that some of the key and larger human rights and pro-democracy organisations ( i.e. Fiji Women Rights Movement, Citizens Constitutional Forum, Fem'link, ECREA etc ) may qualify for larger grants focusing on developing of educational and awareness messages, capacity development of other CSOs, media campaigns.

Other organisations with a limited or more specific geographical or sectoral focus will be recipient of small to medium grants promoting civic education activities in their own areas or sector. These are, among others, community based organisations, women' community networks, Fiji Employers Federation, Fiji Chambers of Commerce, Christian, Muslim and Hindu faith-based organisations, professional bodies such as the sugar farmers, teachers, health staff, youth networks, private sector representatives, trade unions and Political Parties). The involvement of such a variety of non-state

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<sup>4</sup> Some CSOS have welcomed the People's Charter process formulated by the Government process with the hope to influence the design of an improved democratic system, other have remained outside the process or withdrawn subsequently.

<sup>5</sup>P.Baleinakorodawa,R.Spence,M.O'Loughlin. "Civic education partnerships: civil society organisations, donors and the state in Fiji". International Education Journal: Comparative Perspectives, 2012,10(2) 127-139.

actors groups will help maximise the outreach of civic education activities to those groups of population that might have a specific needs or that are living in remote areas.

Beyond the CSOs world, participants in the Dialogue process will be clear stakeholders in this process. They will be key actors in the relationship building process being put in place in the coming years and will support, at their respective level, the messages developed by Civil Society organisation throughout the transition process. As election draws nearer, political parties members will be key to the institutionalization of a culture of peaceful elections and to support community efforts to rise above conflict and political violence. An active engagement on cross cutting apolitical themes will be critical to help to prevent a radicalisation of the parties and the formation of wings that engage in political intimidation and electoral abuses.

Finally, although **Government of Fiji** has so far not been proactive on civic education, it is expected that the role of State machineries becomes more and more important along the process. As a result, government officials, at different level and in different institutions, will be associated to ensure that civic education and voter education messages are disseminated also in public administration across the country.

## **6. LOCATION AND DURATION**

The location is Fiji.

The operational implementation period of the programme is 36 months.

An indicative timetable of the activities is provided in annex.

## **7. IMPLEMENTATION**

### **7.1 Organisational set-up and responsibilities**

The EU contribution will be awarded to UNDP through a standard contribution agreement (under the joint management modality). UNDP will set up a grant facility scheme providing grants to civil society organisations to implement sub-activities of the program. Service and procurement contracts will also be signed to provide capacity building and support to project activities.

The project will be implemented in line with applicable programme and operations policies and procedures adopted of UNDP and in accordance with the Financial and Administrative Framework Agreement concluded between the European Union and the United Nations, as laid down in Article 1(2) of the Special Conditions.

A steering committee shall be set up and function as an overall management structure for the project and to oversee transparency, accountability and efficiency of the project operations as well as assess opportunities, risks and political challenges and link the project to other relevant Government and development partners initiatives.

The project steering committee shall be made up of:

- the UN Resident coordinator,
- a representative of the EU
- the Manager of the UNDP Pacific Centre,
- the Deputy Resident Representative of the UNDP Fiji Multi-country office
- the Head of the UNDP Joint Operations Centers
- other multi-lateral or bi-lateral partners

The steering committee will receive six monthly reports, and more often if so deemed necessary, from the Crisis Prevention and Recovery Team Leader at the UNDP Pacific Centre, on the civic education component, and from the UNDP Fiji Multi-country Office, on the dialogue component of the project.

## **7.2 Reporting**

The reporting will be carried out pursuant to the rules and procedures set out in the special and general conditions of this Standard Contribution Agreement. Additional guidance on the contractual requirements is available in the Joint EC-UN Guidelines on Reporting<sup>6</sup>.

## **8. BUDGET**

The total project cost is estimated at €2.63M, of which €2M are financed from the 10<sup>th</sup> EDF B envelope in the framework of the revised ACP-EU Partnership Agreement. An indicative detailed budget is provided in Annex 3 to the present Contribution Agreement

## **9. MONITORING AND EVALUATION**

### **9.1. Monitoring**

Best practices in monitoring peace building and electoral processes will be considered when setting up the monitoring framework, including an initial mapping and political economy analysis of stakeholders, so to address challenging and constraints as well as mid-term and final evaluations. Indicators includes at least 50% of the voter population reached and 14 roundtable processes organised; enhanced active and responsible citizenship and dialogue process at community level will be monitored through the quality and type of topics in public debate and the number of youth and women in electoral list.

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<sup>6</sup>[http://ec.europa.eu/europeaid/work/procedures/financing/international\\_organisations/other\\_documents\\_related\\_united\\_nations/index\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/financing/international_organisations/other_documents_related_united_nations/index_en.htm)

The European Union may carry out Results Oriented Monitoring (ROM) via independent consultants, starting from the sixth month of project activities, which will be finalised at the latest 6 months before the end of the operational implementation phase. In this respect, Commission services shall ensure that advance notice of intended evaluations and monitoring exercises is communicated to international organisations as soon as this is available. The mission will offer to make a draft of its report available to the Organisation's management for comments prior to final issuance.

## **9.2 Evaluation**

UNDP will carry out external evaluations, via independent consultants, as follows:

- (i) possibly, a mid-term evaluation mission ( upon agreement taken by the Steering Committee or request from the European Union);
- (ii) a final evaluation, at the beginning of the closing phase;

Should a mid-term evaluation be carried out, the project steering committee shall analyse the conclusions and recommendations of the mid-term evaluation and decide on the follow-up action to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The evaluation will be carried out in line with provisions of Art. 8 of the General Conditions, Annex 2 to the present Contribution Agreement

## **10. COMMUNICATION AND VISIBILITY**

Communication and visibility will be ensured in line with Joint visibility guidelines for EC-UN Actions in the Field<sup>7</sup> through the extensive promotion of education, awareness and research material, media campaigns and organisation of events funded by the project. Where visibility guidelines will be politically unwise to follow, due to the sensitive nature of some of the activities supported (e.g dialogue component), the visibility approach of the EU funded initiatives will be decided through consultation with the EU Head of Delegation.

Any visibility and communication activities will take into account the multi-donor nature of this initiative and equal treatment of all donors shall be assured. This principle will be reflected in the Visibility & Communication Plan to be developed at the onset of the project's implementation.

## **11. PRE-CONDITIONS**

The main pre-condition is the continuation of the constitutional and electoral process as announced by Government.

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<sup>7</sup>[http://ec.europa.eu/europeaid/work/procedures/financing/international\\_organisations/other\\_documents\\_related\\_united\\_nations/document/joint\\_visibility\\_guidelines.pdf](http://ec.europa.eu/europeaid/work/procedures/financing/international_organisations/other_documents_related_united_nations/document/joint_visibility_guidelines.pdf)

## APPENDICES

Appendix 1 – Tentative Logical Framework  
Appendix 2 – Indicative operational timetable

## Appendix 1 –Logical Framework

	Intervention logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall objectives	To contribute to transition to democracy and the rule of law in Fiji	Peaceful election in 2014	Election monitoring reports/studies	
Specific objective	To encourage the active and peaceful participation of Fiji's citizens in the constitutional and electoral processes, while respecting the rule of law, human rights and accepting the outcome of free and fair elections	At least 50% of estimated voter population reached through multimedia campaign and/or workshop  Extent of active citizenship actions/participation Level of observance at all levels in society of democratic values	Quantitative and qualitative reports and analysis, ( breakdown edby gender, location, ethnic group )produced by CSOs , UN and independent consultants  Reports / complaints to election office on electoral monitoring by CSOs or population  Topics discussed/raised in media	Pre condition: Government's commitment to carry out election in 2014
Expected results	1. Fiji's citizens and CSOs are informed and increasingly engaged in public debate  2. Dialogue spaces are in place during the election and post-election phase	At least 20 civil society organisations and their community based networks receive grants for civic education activities  At least 400 key stakeholders trained as facilitators at community level and involved in dialogue activities  At least 14 round table organised	<i>NB: baseline will be defined by the initial mapping, indicators might be revised following mapping</i>  Mapping study, Progress report, M&E, impact survey reports	Risks: political tension during the transition period; continued support from the international community
Activities	<i>Activity 1. Support to non-state actors and CSOs to deliver high quality civic education activities.</i>  <i>Activity 2. Dialogue process and relationship building</i>	<b>Means:</b> Grants to CSOS  Technical advisors and support Organisations of meetings, dialogue, side events	Project reports, mapping studies, surveys carried out by CSOs, documentation material,	fair mechanisms to facilitate CSOs engagement in accessing grants

Appendix 2 – Indicative Timetable

Activity	Year 1 - 2013				Year 2 - 2014				Year 3 - 2015				Years 5+6	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4		
<b>Result 1</b>														
<b>Civic and Voter education</b>														
<i>Mapping</i>														
<i>Civic education messaging &amp; materials development by CSOs</i>														
<i>Coordination workshops</i>														
<i>Community outreach by CSOs</i>														
<i>Capacity building w/shops</i>														
<i>Public events &amp; exchange visits</i>														
<i>Multi-media campaigns</i>														
<i>Set up and carry out of M&amp;E framework</i>														
<i>Monitoring visits/ coaching &amp; mentoring</i>														
<b>Result 2</b>														
<b>Roundtable and dialogue processes</b>														
<i>Side meetings &amp; organisation of roundtable dialogue events</i>														
<i>Support to grassroots dialogue processes</i>														
<i>Audit</i>														
<i>Evaluation</i>														
<i>Closure phase</i>														



### Annex 3 Budget

Activities	Actors	Y1	Y2	Y3	Original Budget, EUR	Difference, EUR	Addendum 1, Budget EUR
		EU, UNDP & other donor contribution	EU, UNDP & other donor contribution	EU, UNDP & other donor contribution			
<b>Civic Education and Dialogue :</b>							
Mapping	Grants to CSOs, UNDP + consultants	51,152	29,019	9,411.00	89,582.52	-53,646.52	35,936.00
Developing/reviewing & producing civic education materials:	Grants to CSOs	36,219	19,559	9,000.00	64,778.08	-23,317.08	41,461.00
Community outreach by CSOs:	Grants to CSOs	735,289	261,099	179,274	1,175,660.71	158,736.29	1,334,397.00
Multi-media campaigns; public messaging; public events/lecture/debates:	Grants to CSOs	50,888	27,075	26,944	104,908.35	-8,937.35	95,971.00
M&E (including developing framework, Monitoring visits: monitoring visits, includes coaching and mentoring to CSOs, mid term review)	UNDP + consultants	98,347	69,969	52,550	220,866.00	-50,001.00	170,865.00
<b>Total Civic Education and Dialogues</b>		<b>971,895</b>	<b>406,721</b>	<b>277,179</b>	<b>1,655,796</b>	<b>22,834.34</b>	<b>1,678,630.00</b>
<b>Capacity building and Facilitation :</b>							
<b>Mapping</b>							
Media messaging framing, training on political rights and electoral monitoring, training of trainers community outreach civic education and dialogue activities	UNDP + consultants	174,269	71,736	60,029	306,035	-306,035.05	0.00
Coalition building and advocacy skills building	UNDP + consultants	0	0	0	0	508,274.00	508,274.00
Local government capacity building	TAB, Dst Offices, Ministries	0	0	0	0	29,600.00	29,600.00
<b>Total capacity building to civil society</b>		<b>174,269</b>	<b>71,736</b>	<b>60,029</b>	<b>306,035</b>	<b>231,838.95</b>	<b>537,874.00</b>
<b>Dialogue &amp; relationship building:</b>							
Organization of 14 roundtables over 24 months	UNDP + consultants	122,732	121,662	85,372	329,765	-329,765.04	0.00
Capacity building and small group meetings	UNDP + consultants	62,759	48,539	53,539	164,836	-164,836.07	0.00
High level leadership dialogue and mapping	UNDP + consultants	0	0	0	0	169,408.00	169,408.00
CSOs engagement in dialogue with high level stakeholders	UNDP + consultants	0	0	0	0	20,000.00	20,000.00
Political party engagement	UNDP + consultants	0	0	0	0	52,257.00	52,257.00
<b>Total Dialogue processes</b>		<b>185,490</b>	<b>170,200</b>	<b>138,910</b>	<b>494,601</b>	<b>-252,936.11</b>	<b>241,665.00</b>
Audit and Independent Evaluation		13,568	0	20,000	33,568	-1,737.00	31,831.00
Contingencies		0	0	0	0	0.00	0.00
<b>Total direct costs</b>		<b>1,345,223</b>	<b>648,658</b>	<b>496,119</b>	<b>2,490,000</b>	<b>0.00</b>	<b>2,490,000.00</b>
Indirect Costs (7%)		79,446	32,996	27,558	140,000	0.00	140,000.00
<b>Total eligible costs</b>		<b>1,424,669</b>	<b>681,654</b>	<b>523,677</b>	<b>2,630,000</b>	<b>0.00</b>	<b>2,630,000.00</b>