

United Nations Development Programme



UNDP Samoa Multi – Country Office

Project Title : Tokelau Governance & Leadership Initiation Plan Project

Expected UNSDCF/CPD Outcome(s) : UNSDCF 2023-27 Outcome 4

Expected CPD Output(s) : MCPD 2023-27 Outcome 3: By 2027, people enjoy and contribute to more accountable, inclusive, resilient, and responsive systems that promote gender equality, climate security justice and peace, ensure participation, and protect their human rights.

Initiation Plan Start/End Dates : 13th January 2025 – 13th July 2026.

Implementing Partner : UNDP Samoa MCO

Brief Description

Tokelau, a nation of just under 1,700 people residing in three atolls situated about 500 km north of Samoa and only accessible by sea, is a non-self-governing territory administered by New Zealand since 1926. In practice, however, through a progressive transfer of authority and responsibility over the past decade, Tokelau is largely self-governing with a system of government based on traditional village leadership. It pursues increased self-determination in line with Article 73 of the UN Charter.

The third Tokelau National Strategic Plan (TNSP) 2021-26, among other strategic goals, focuses on “strengthening governance and leadership”, by enabling the key governance institutions to make informed decisions that are transparent, documented, followed through, and reported; enhancing their understanding of their roles and responsibilities; strengthening the policy and legal framework; and enhancing governance and leadership capacities. The TNSP promotes a collaborative and inclusive approach that is anchored in six core principles, the Faka Tokelau (“Tokelauan Way”) values; integrity and equity; transparency and accountability; evidence-based decision-making; perseverance and resilience; and meaningful partnerships.

In this context, the Tokelau Governance & Leadership Project was formulated through extensive consultations of national stakeholders and was endorsed by both Office of the Council for the Ongoing Government of Tokelau, and UNDP. Recognizing the ongoing process of resource mobilization to support the full-fledged Project, this Initiation Plan seeks to implement the Inception Phase of the Project focusing on significant prioritized activities under the Outputs 1 and 2, as well as the set-up of its governance structure and mechanism and project management, while additional resources are mobilized to support the full project.

Programme Period: 2023 - 2027

Quantum Project Number:

Quantum Output Number:

Gender Marker: GEN 2

Total resources required USD \$335,047.29

Total allocated resources:

- Regular USD \$75,000.00
- Other:
 - Government USD \$119,047.29
 - Parallel Funding (Govt) USD \$141,000.00

Unfunded budget: _____

In-kind Contributions _____

Agreed by UNDP:

DocuSigned by:

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Aliona Niculita (Resident Representative)

I. PURPOSE AND EXPECTED OUTPUT

Tokelau is comprised of three coral atolls, Atafu, Fakaofu and Nukunonu, with a total land area of 12 km².¹ The group of atolls is located about 500km north of Samoa, the only point of entry, and is home to 1,647² (2019) people, among which around 51% are women and 40% are aged below 20 years old. Administered by New Zealand since 1926, Tokelau was declared part of New Zealand from 1 January 1949 by effect of the Tokelau Act (1948). As part of the Realm of New Zealand, Tokelauans are New Zealand citizens.

Tokelau has a distinctive culture and its own political, legal, social, judicial, and economic systems. Its system of governance is based on the Taupulega (village council of elders). On each atoll, individual families are represented on the Taupulega (although the method of selection of representatives differs among atolls³).

The General Fono (national legislative body) consists of the faipule (village leader) and pulenuku (village mayor) of each nuku (village) along with one delegate for every 100 inhabitants of that village, based on the latest available population count rounded to the nearest 100 inhabitants. There are currently 20 members and the General Fono meets three times a year. Eight ministerial portfolios are held by the six members of the Council for the Ongoing Government (that consists of the faipule and pulenuku) for a period of three years. The most recent national election was held on 26 January 2023.

Two overarching issues define many of the development and governance challenges that Tokelau faces. These are its geographical isolation and small population. Tokelau currently does not have an airport, and the closest of its three atolls, Fakaofu, is a 24-hour boat ride from Samoa. From Fakaofu to Nukunonu is a three-hour boat ride, and from Nukunonu to Atafu a further five to six-hour boat ride. The Tokelau government runs regular but infrequent services from Apia in Samoa, transporting people and cargo. Physical isolation was enhanced by COVID-19, with Tokelau effectively shutting its borders to the rest of the world over the pandemic from March 2020 until quarantine requirements were fully removed in September 2023. In comparison Samoa, which also had strict border control and quarantine regulations, fully opened without restrictions in September 2022.⁴ The physical isolation, not just from the rest of the world but also for the atolls from each other, cannot be overemphasized. It has played a key role in developing and maintaining traditional governance structures and processes through the Taupulega, which still plays a great and more defining role in most people's lives locally than the Tokelau National Public Service (TNPS) created in the 1970s or the General Fono.

¹ The distance between the northernmost atoll Atafu to Nukunonu is 99 km, and 68 km from Nukunonu to Fakaofu, the southernmost.

² This number, counted in the 2019 Census, is the *de jure usually resident population count* and consists of the usually resident population present in Tokelau on the night of the count plus usual residents who were temporarily overseas at the time of the count. This includes Tokelauan TNPS employees based in Apia, Samoa, and their immediate families. Among the 1,647, 50.7% are women, and 49.3% men. 40.1% are below the age of 20 years.

³ In Atafu, the Taupulega comprises the head of each family group together with the Faipule and Pulenuku. In Fakaofu, the Taupulega is formed by the Faipule, the Pulenuku and the village elders – the heads of families are only consulted when the council requires their advice. The Nukunonu Taupulega is a combination of the two: the elders, the heads of extended families, the Faipule and the Pulenuku. Representatives of the village women's committees, Fatupaepae, are invited to Taupulega meetings but do not vote.

⁴ <https://www.samoa.travel/traveladvice>

In 2019, the latest Tokelau national population count recorded 1,647 people. Numbers are split relatively evenly between atolls, with Fakaofu recording 569 people, Nukunonu 531, and Atafu 548.⁵ The limited population size on each atoll translates to communities that know each other intimately. Family connections are strong, and in Nukunonu and Atafu the head of each family sits on the Taupulega. Services are provided by a limited pool of professional individuals, and when times require an investment of extra support, such as when a ship docks, the whole village pauses its activities to lend a hand. Communities are generally cohesive, and values around the principles of harmony, caring and sharing are widely held. A particular value is also placed on the process of consultation and traditional knowledge, and it is not uncommon for the Taupulega to make decisions informed by their connection to local value structures, rather than existing policies outlined by the TNPS or law set out by the General Fono.

In 2021-2022, important discussions were initiated between the Government of Tokelau and UNDP on a potential partnership opportunity to conceptualize innovative ideas to address the governance challenges faced by Tokelau. This later transpired into the development of the Tokelau Governance and Leadership Project Document (TGLP). Through extensive consultations with national stakeholders undertaken on the project design, three specific development challenges have been identified which the TGLP Project will aim to address:

1. Understanding of governance structures, roles, and processes.
2. Capacity of governance systems to deliver roles and responsibilities; and
3. Inclusive public participation in political governance.

Consequently, the TGLP Project was appraised and endorsed by both UNDP and the Government of Tokelau and is now at the resource mobilization stage. Nevertheless, both UNDP and the Government of Tokelau have committed capital seed funding to implement an Initiation Plan as the Inception Phase of the TGLP Project, focusing mainly on the following key priority activities, the set-up of the Project Governance Structure and Mechanism, and the Project Management Unit to lead and oversee the implementation of the project.

Activity 1: Conduct a gender-sensitive stock-take and audit assessment of governance operational processes and develop gender-responsive Standard Operating Procedures.

This activity will support the documentation of governance systems in Tokelau, both through the collation and centralization of existing documentation, and through the documentation of informal processes and practices that have not yet been recorded. That is, the operational processes which have been set out and developed for decision-making, conducting community consultations, planning, auditing, budgeting, reporting, and creating standard operating procedures. While some of these processes exist, an extensive audit and documentation will identify gaps and create a basis to build a capacity-building strategy. This activity will seek to systematize the operational processes that, when developed and followed, will create efficiencies, transparency and effectiveness in organizational management and decision making. The Initiation Plan will develop a handbook outlining all the processes to institutionalize knowledge over time, which will be digitized. The stock-

⁵ <https://www.tokelau.org.nz/site/tokelau/2019%20Tokelau%20Population%20Count.pdf>

take assessment will include a particular focus on traditionally marginalized groups such as women, youth, and people with disabilities. The stock-take will document their levels of participation and involvement in community decision-making, both through formal channels such as the Women's Committees and through informal channels, and barriers to their participation such as low self-esteem, lack of stereotypes, social norms and unspoken rules, and exposure to gender-based violence. It should examine the capacities of existing institutions and the mechanisms in place to reach out equitably to women and men, girls, and boys.

In May 2019, the National Council of Women convened a summit meeting of the three Fatupaepae and Government officials which resulted in identified priorities by Tokelauan women on a variety of topics, including on governance. These included increased opportunities for women to become leaders, an increase in the number of Fatupaepae representatives in the General Fono, and a plan to support women's eligibility as Taupulega members. The development of gender-responsive Standards Operating Procedures should formulate and promote, in collaboration with the governing bodies, tangible scenarios to update and take forward the recommendations made by this summit meeting and by the National Policy for Women of Tokelau 2010-2015⁶ to increase opportunities for women to access leadership.

Activity 2: Design and roll out a centralized digital governance database.

There is currently no single place where a political official or civil servant can access all the information they need to know about governance in Tokelau. On a broader level, the Tokelau Government website gives an overview of the governance structures at national- and atoll- level. However, in terms of individuals, departments and political bodies being able to make an informed decision on any given issue, there is no one place where they can access information, including information on previous decisions and what avenues are available for advice and making decisions. Building on the work already put into the website and document management system, the Initiation Plan will support the further development of a governance hub that collates information from the atoll- and national- levels on the roles and responsibilities of political actors and civil servants, maps local by-laws against national legislation and collates policy developed by departments. The website will have a dedicated section on the structure, organigram and activities of the women's and youth political and consultation bodies, including the National Council of Women, alongside active CSOs on the three atolls. It will also offer a user-friendly, centralized platform to provide information on access to public services, including a dedicated section to prevention of, and response to, gender-based violence, with an indicated referral mechanism adapted to the lack of anonymity in small communities. The database will be digitalized to serve as a one stop shop for both Tokelauan citizens and decision-makers to improve governance systems and service delivery.

Activity 3: Design and deliver an inclusive governance and leadership training curriculum for Taupulega members and civil servants.

The Initiation Plan will support the development and implementation of a Governance and Leadership Training Curriculum for Tokelau. The curriculum and its modules will focus on developing the skills and knowledge of Taupulega members, civil servants, and women and youth leaders at atoll- and national- level on governance issues and leadership. Through a series of consultations, it will develop a taxonomy of definitions for governance and leadership in the

⁶ National Policy for Women of Tokelau (2010-2015)[\[1\]](#)

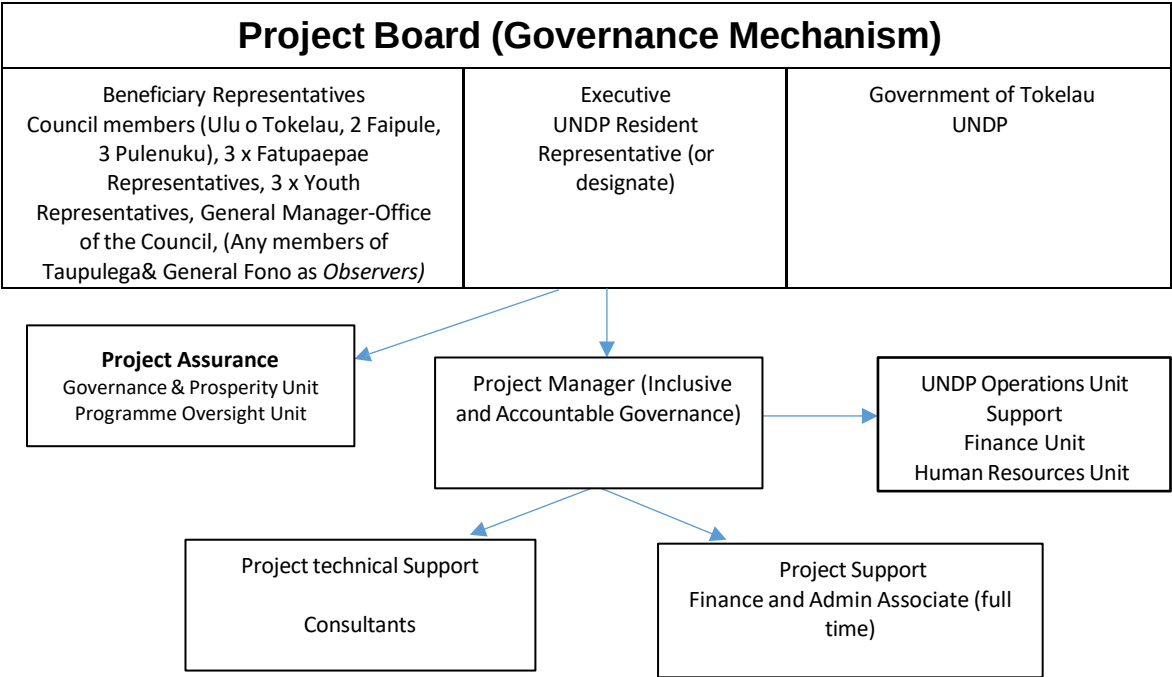
Tokelau context, identify key gaps and needs, and design a series of trainings for officials to enhance their ability to carry out their functions. Training courses will be developed and delivered following a comprehensive capacity and needs assessment. It will focus on, but not be limited to, issues such as ethical leadership, inclusive governance, strategic planning, gender-responsive budgeting, accounting, performance management, transparency and accountability, economic development, communication, corporate services, management processes, and prevention of sexual harassment, exploitation and abuse.

II. MANAGEMENT ARRANGEMENTS

This Initiation Plan will be implemented directly by UNDP through the Direct Implementation Modality (DIM), with the exception of Activity 1.2 and the Project Management Unit set-up that will be implemented by the Government of Tokelau through a parallel co-financing arrangement, and therefore would not be subject to GMS. UNDP will be responsible for the procurement of the required technical inputs including consultants and coordination with government and nongovernment partners to deliver the planned activities. Operational costs and services provided to the project will be directly charged to the project budget. The Initiation Plan will also set up the Project Governance Board as the governing mechanism, which brings together the relevant national partners and is co-chaired by the UNDP Resident Representative and the General Manager of the Office of the Council of the Ongoing Government of Tokelau. The Project Board is the body responsible for making by consensus management decisions for a project when guidance is required by the Project Manager, including a recommendation for approval of project work plans and revisions. To ensure accountability, Project Board decisions should be made in accordance with standards that shall ensure management for development results, best value for money, fairness, integrity, transparency, and effective international competition. In case a consensus cannot be reached within the Board, the final decision shall rest with UNDP.

A Project Management Unit will be set up as part of this Initiation Plan, where a Project Manager and Project Finance & Admin Associate will be recruited as the PMU. On a day-to-day basis the Project Manager has the authority to run the project on behalf of UNDP with the constraints laid down by the Project Board and in accordance with the UNDP Programme and Operations Policies and Procedures (POPP). The Project Manager is responsible for the everyday management and decision-making of the project. Their primary responsibility is to ensure that the project produces the results (outputs) specified in the Project Document to the required standard of quality and within the specified constraint of time and cost. To ensure effective implementation of the project, UNDP and OCOG will meet at the technical level on a fortnightly basis, or more frequently as needed. Building on the results of this Initiation Plan, the Project Management Unit will revamp and finalize the Project Document for the Full Project and support the joint effort of the Government of Tokelau and UNDP, in mobilizing the relevant resources to support the implementation of the full project.

This Initiation Plan will be implemented in accordance with UNDP policies, rules, and regulations.



III. MONITORING

The UNDP M&E Analyst and the Governance and Prosperity Programme Unit (GPU) will conduct quarterly monitoring for verification of the progress of activities and results in line with the Annual Work Plan for the project with the oversight support of the Programme Oversight Unit. Monitoring visits will be documented in the standard UNDP Samoa monitoring format. The responsible GPU Programme staff will be responsible for Project Assurance in line with standard UNDP policies and procedures, including Project Quality Assurance and Project Management in UNDP’s ERP system (Quantum). Implementation reports will be compiled by the Project Management Unit, subject to the review and endorsement of the Project Board. A Full Initiation Plan Completion Report will be prepared at the completion of this Initiation Plan.

IV. WORK PLAN

Period⁷:

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	SUB-ACTIVITIES	TIMEFRAME						RESPONSIBLE PARTY	PLANNED BUDGET				Parallel Co-Financing (Tokelau Govt)	
			2025				2026			Funding Source	Budget Description	Amount (USD)	Amount in NZD	Amount (USD)	Amount in NZD
			Q1	Q2	Q3	Q4	Q1	Q2							
OUTPUT 1: <i>Knowledge of governance structures, processes and roles amongst governance officials is institutionalized through digitization to enhance their accessibility, transparency, effectiveness, and public engagement.</i>	Activity 1.2 Conduct a gender sensitive stock take and audit assessment of governance operational processes and develop gender responsive Standard Operating Procedures	1.2.1 Review existing laws, by-laws, policy procedures, job descriptions, etc, and collate all recommendations for strengthening governance operational processes	X	X					UNDP	UNDP TRAC	Internationa l Consultant (71200)	30,000.00	50,760.00		
					X		X			UNDP	Tokelau Govt	Travel (71600)	6,000.00	10,152.00	
		1.2.2 Seminar for governance stakeholders on identifying gaps and overlaps	X	X					OCOG	Tokelau Govt	Training Workshop (75700)	10,000.00	16,920.00		
		1.2.3 Implement the recommended actions for improving the legal framework including laws, by laws, policies, procedures, job descriptions, etc through a gender sensitive lens			X	X			UNDP	Tokelau Govt	Internationa l Consultant (71200)	15,000.00	25,380.00		
				X	X				UNDP	Tokelau Govt	Supplies (72500)	6,000.00	10,152.00		
		1.2.4 Project Implementation Results Monitoring & Evaluation			X			X	UNDP	UNDP TRAC	Travel	5,000.00	8,460.00		
								X	UNDP	UNDP TRAC	Local Consultant	10,000.00	16,920.00		

⁷ Maximum 18 months

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	SUB-ACTIVITIES	TIMEFRAME						RESPONSIBLE PARTY	PLANNED BUDGET				Parallel Co-Financing (Tokelau Govt)			
			2025				2026			Funding Source	Budget Description	Amount (USD)	Amount in NZD	Amount (USD)	Amount in NZD		
			Q1	Q2	Q3	Q4	Q1	Q2									
	Activity 1.3 Design and roll out a centralized digital governance database (we expect this to build on from the work we have currently started)	1.3.1. Review existing work being done on the website and document management system, what was planned, identify gaps, and overlaps and collate all recommendations for a national governance hub that collates information from all 3 Nuku and national levels		X	X	X			UNDP	Tokelau Govt	Internationa l Consultant (71200)	20,000.00	33,840.00				
				X			X		UNDP	Tokelau Govt	Travel (71600)	6,000.00	10,152.00				
		1.3.2. Roll out of centralised digital governance database (national governance hub). Includes the website and DMS - Implementation/Roll out				X	X		UNDP	UNDP TRAC	Internationa l Consultant (71200)	10,000.00	16,920.00				
						X		X	UNDP	Tokelau Govt	Audio Visual & Printing (74200)	6,000.00	10,152.00				
		Deliver relevant trainings and support component					X	X	UNDP	UNDP TRAC	Training Workshop	5,000.00	8,460.00				
		Project Implementation Results Monitoring & Evaluation			X			X	UNDP	UNDP TRAC	Travel	5,000.00	8,460.00				
								X	UNDP	Tokelau Govt	Local Consultant	15,000.00	25,380.00				
		SUB-TOTAL OUTPUT 1											149,000.00	252,108.00			
		Output 2: Institutional capacity of public officials and civil servants strengthened through inclusive and digital governance and leadership training to	Activity 2.2 Design and deliver an inclusive leadership & governance training curriculum for Taupulega and Civil Servants	2.2.1 Development of needs-based curriculum for governance officials, with governance and leadership components	X	X					OCOG Tokelau	Tokelau Govt	Local Consultant			20,000.00	33,840.00
											OCOG Tokelau	Tokelau Govt	Supplies			6,000.00	10,152.00
2.2.2 Deliver Module 1 trainings of the Governance and leadership curriculum, for Mid-Senior Civil Servants				X	X				OCOG Tokelau	Tokelau Govt	Local Consultant			10,000.00	16,920.00		
									OCOG Tokelau	Tokelau Govt	Travel			5,000.00	8,460.00		

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	SUB-ACTIVITIES	TIMEFRAME						RESPONSIBLE PARTY	PLANNED BUDGET				Parallel Co-Financing (Tokelau Govt)		
			2025				2026			Funding Source	Budget Description	Amount (USD)	Amount in NZD	Amount (USD)	Amount in NZD	
			Q1	Q2	Q3	Q4	Q1	Q2								
<i>effectively and responsively fulfil their roles and responsibilities.</i>		2.2.3 Training assessments with relative recommendations for improvements.			X	X			OCOG Tokelau	Tokelau Govt	Local Consultant			10,000.00	16,920.00	
									OCOG Tokelau	Tokelau Govt	Audio Visual & Printing			5,000.00	8,460.00	
		Project Implementation Results Monitoring & Evaluation							OCOG Tokelau	Tokelau Govt	Travel			3,000.00	5,076.00	
	SUB-TOTAL OUTPUT 2													59,000.00	99,828.00	
<i>Project Governance</i>	Project Governance Board successfully formulated and set up	Board Terms of reference defined, and members determined. - Board Meeting(s) coordinated and convened. - Project Board Induction	X	X		X		X	UNDP	UNDP TRAC	Training Workshop	10,000.00	16,920.00			
									UNDP	Tokelau Govt	Travel	6,000.00	10,152.00			
									UNDP	Tokelau Govt	Supplies	8,571.00	14,175.75			
	SUB-TOTAL PROJECT GOVERNANCE											20,571.00	34,806.30			
<i>Project Management</i>	Project Management Unit successfully set up and recruited	Project Manager and Project Finance Associated recruited	X	X	X	X	X	X	OCOG Tokelau	Tokelau Govt	Contractual Services (71400) NPSA 11			45,000	76,140.00	
			X	X	X	X	X	X	OCOG Tokelau	Tokelau Govt	Contractual Services (71400) NPSA 07			25,000.00	42,300.0	
		PMU Office Set-up	X							OCOG Tokelau	Tokelau Govt	ICT Equipment (72200)			5,000.00	8,460.00
			X	X				X		OCOG Tokelau	Tokelau Govt	Supplies (72500)			3,000.00	5,076.00
			X							OCOG Tokelau	Tokelau Govt	Office Furniture (72200)			4,000.00	6,768.00

EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	SUB-ACTIVITIES	TIMEFRAME						RESPONSIBLE PARTY	PLANNED BUDGET				Parallel Co-Financing (Tokelau Govt)			
			2025				2026			Funding Source	Budget Description	Amount (USD)	Amount in NZD	Amount (USD)	Amount in NZD		
			Q1	Q2	Q3	Q4	Q1	Q2									
	SUB-TOTAL PROJECT MANAGEMENT															82,000.00	138,744.00
TOTAL PROGRAMMABLE BUDGET													173,378.10	293,182.37	141,000.00	238,572.00	
GENERAL MANAGEMENT SERVICES (5%)													5,668.90	9,591.78			
Direct Project Management Costs													15,000.00	25,380.00			
TOTAL PROJECT													335,047.29	566,900.01			

V. RESULTS FRAMEWORK

Expected UNSDCF/CPD Outcome(s)		UNSDCF 2023-27 Outcome 4: By 2027, more people especially women, youth and the most marginalized and poor increasingly participate in, and benefit from, coordinated, accessible, participatory, transparent, and gender-responsive governance, access to justice and human rights and federal, provincial, and local levels.			
Expected MCPD Outcome		MCPD 2023-27 Outcome 3: By 2027, people enjoy and contribute to more accountable, inclusive, resilient, and responsive systems that promote gender equality, climate security justice and peace, ensure participation, and protect their human rights.			
Project Outputs	Output Indicators	Baseline	Targets		Verifications
			2025	2026	
Output 1: Knowledge of governance structures, processes and roles amongst governance officials is institutionalized through digitization to enhance their accessibility, transparency, effectiveness, and public engagement. <i>[Related IRRF Indicator 2.3.1: Number of national institutions with strengthened public administration and core government functions for improved service delivery]</i>	1.1 Key governance data and information collated, analyzed, and made accessible. <i>To be assessed on the following rating scale: 1 = Data and information identified 2 = Data and information collated 3 = Data and information analysed & made accessible with relevant recommendations</i>	0	1 & 2	3	Stocktake Review & Audit Assessment Report, Initiation Plan Report
	1.2 Number of people consulted in the audit assessment and stocktake review disaggregated by the gender, PWDs, and age	0	100 ≥50% female, ≥ 40% youths	50 ≥50% female, ≥ 40% youths	Stocktake Review & Audit Assessment Report
	1.3 % of stocktake and audit review key recommendations adopted and translated into key gender responsive measures in Standard Operating procedures.	0	30%	80%	Approved & Adopted SOPs
	1.4 Operational & Accessible Centralized Digital Governance Database, with Website and DMS.	0	1	2	Accessible Database & Website
Output 2: Institutional capacity of public officials and civil servants strengthened through inclusive and	2.1 Gender-focused Governance & Leadership Training curriculum designed and delivered. <i>To be assessed on the following rating scale: 1 = Training priorities identifies, discussed and prioritised 2 = Training programme developed</i>	0	1 & 2	3	Training Reports Initiation Plan Report

digital governance and leadership training to effectively and responsively fulfil their roles and responsibilities.	<i>3 = Training programme enacted</i>				
	2.2 Number of Taupulega Representatives and Civil Servants trained disaggregated by gender, PWDs, and age	0	50 ≥50% female, ≥ 40% youths	50 ≥50% female, ≥ 40% youths	
	2.3 Extent to which government officials understand governance structures, processes and roles (modified IRRF Indicator) <i>To be assessed on the following rating scale: 1 = Knowledge has not improved 2 = Knowledge partially improved 3 = Knowledge largely improved</i>	0	1 & 2	3	Post-Training Evaluations, Survey of Government Officials, Initiation Plan Report
Effective Project Governance & Management	Number of Project Board Meetings Coordinated and Convened	0	3	1	Board Meeting Minutes