



Government of the Kingdom of  
Tonga



United Nations  
Development Programme Fiji  
Multi-Country Office

## **Country Programme Action Plan (CPAP)**

**2008-2012**

between

**The Government of Tonga**

and

**United Nations Development Programme Fiji  
Multi-Country Office**



## **The Framework**

The Government of Tonga and the United Nations Development Programme are in mutual agreement regarding the contents of this document and their responsibilities in the implementation of the Country Programme.

Furthering their mutual agreement and cooperation to address national priorities and needs within the framework of the Millennium Development Goals (MDGs) and the international Conferences, Summits and Conventions of the UN system to which the Government of Tonga and the United Nations Development Programme are committed,

Building upon the experience gained and progress made during the implementation of the previous Country Cooperation Agreement (2003-2007),

Entering into a new period of cooperation (2008-2012);

Declare that these responsibilities will be fulfilled in a spirit of friendly cooperation and have agreed as follows:

## **Part I Basis of Relationship**

1.1 WHEREAS the Government of Tonga (hereinafter referred to as “the Government”) and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP’s assistance to the country (Standard Agreement on Operational Assistance (OPAS) which was signed by both parties which was signed by both parties on 22 April, 1971). Based on Article I, paragraph 2 of the OPAS, UNDP’s assistance to the Government shall be made available to the Government and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs, and subject to the availability of the necessary funds to the UNDP. In particular, decision 2005/1 of 28 January 2005 of UNDP’s Executive Board approved the new Financial Regulations and Rules and along with them the new definitions of ‘execution’ and ‘implementation’ enabling UNDP to fully implement the new Common Country Programming Procedures resulting from the UNDG simplification and harmonization initiative. In light of this decision this CPAP together with an AWP (which shall form part of this CPAP, and is incorporated herein by reference) concluded hereunder constitute together a project document as referred to in the OPAS.

## **Part II Situation Analyses**

2.1 Pacific island countries (PICs) face common challenges resulting from their small size, geographic isolation and natural disaster vulnerability. Broadly, Melanesia (Fiji, Solomon Islands and Vanuatu) is characterized by larger, resource-rich land masses and populations; Polynesia (Tuvalu and Tonga) by smaller but relatively compact land masses, and Micronesia (Kiribati, Marshall Islands, Federated States of Micronesia, Palau and Nauru) by very small and widely dispersed resource-poor atolls. As Small Island Developing States (SIDS), PICs have committed to the Mauritius Strategy, a blueprint to address national and regional sustainable development in SIDS that takes into account the economic, social and environmental aspects that are the pillars of the holistic and integrated approach to sustainable development<sup>1</sup>.

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<sup>1</sup> [http://www.un.org/smallislands2005/pdf/sids\\_strategy.pdf](http://www.un.org/smallislands2005/pdf/sids_strategy.pdf)



- 2.2 Tonga's Strategic Development Plan 8 (SDP8) 2006/7 – 2008/9 is also increasingly being aligned with the MDGs. However, ensuring inclusive growth and globalization is particularly challenging in Tonga. Whilst Tonga achieved improved macroeconomic outcomes in the 1990s, growth has not been sustained in recent years, resulting in little significant improvements in per capita income and human development. The significant net aid inflows to Tonga have yet to be integrated into national planning and budgeting processes. Overall, although Tonga has almost achieved its MDG Targets, there is little data on poverty, which is seen more as "poverty of opportunity."
- 2.3 These problems are compounded by unfavourable policies and regulatory environment for trade and private sector development. Due to the lack of employment opportunities, increasing hardship and social instability, inequality has disproportionate impact on vulnerable groups, such as rural poor, women and girls, who remain disadvantaged to varying degrees in education, access to labour markets and political representation, as well as young people aged 15-24, who comprise almost half the population.
- 2.4 Governance challenges also need to be addressed on a priority basis. Concerns have been increasing over alleged abuse of power, corruption and cronyism, which have contributed to instability and conflict and a failure to uphold human rights. Accountability institutions are often under-resourced and/or poorly functioning. Although decentralisation and participatory decision making are being discussed, mechanisms to encourage full and real participation by women and vulnerable groups are largely lacking. Leveraging information and communication technology (ICT) for local government and outer island planning and management requires action. As in other PICs, the value of broad-based civic education programmes is increasingly recognized. Civil society organisations (CSOs) are increasingly seen as key partners by governments and donors in governance and human rights education. While Tonga has ratified key human rights conventions, there is irregular reporting. Tonga has not yet ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
- 2.5 Exposure to natural hazards such as tsunamis, cyclones, earthquakes and experiences of civil unrest and conflict over the past few years have highlighted the need to focus more strongly on disaster risk reduction, peace and stability dialogues, early warning systems, and the role of women in crisis prevention and recovery. It is increasingly recognised that democratic governance and poverty reduction are key in preventing potential conflicts in the long term. Tensions between traditional and modern systems of governance contribute to this pattern of conflict or curtail effective mitigation. The November 2006 riots in Nukualofa by pro-democracy advocates angry at the lack of democratic reforms and the upcoming elections in 2010 indicate the need for an enhanced focus on good governance, peace dialogue and building community resilience.
- 2.6 Due to the heavy reliance on primary commodity production and exports, and marine-based resources, tourism and remittances, community-based management of natural resources and maintenance of the environment is essential for growth and poverty reduction. Competing demands on the environment and differentiated impacts of climate change, waste management and poor natural resource management pose significant challenges to Tonga due to their limited resource base. There is a need to strengthen systemic, institutional and community level capacities as has been highlighted in recent assessments. Concerns about improving equitable access to natural resources, including renewable energy, to enable opportunities for sustainable livelihood options require special consideration given the



patrilineal nature of Tongan Society. Increasingly, environmental policy is being mainstreamed into national and regional agreements and frameworks.

- 2.7 Stronger regional cooperation presents opportunities for countries such as Tonga with limited financial and institutional support to implement effective national policies and provide basic services to meet the needs of their people. The Pacific Plan has established a framework to support national development policies, including commitments to the MDGs. The relatively small number of development partners in the Pacific facilitates the delivery and management of aid in line with the Paris Declaration and the Pacific Principles on Aid Effectiveness

#### KEY COUNTRY INDICATORS

	Tonga
<b>Land Area (sq km)</b>	748
EEZ (sq km)	700,000
<b>Population</b>	114,689
<i>Growth rate (%)</i>	2.01
<b>GDP growth (05, %)</b>	2.4
<b>HDI</b>	0.815 55
<i>2006 rank, out of 177</i>	
<b>Country status</b>	Middle
<b>MDG Report</b>	2005
<b>Human Rights Treaties/Conventions ratified</b>	
• CEDAW	x
• CRC	√
• CERD	√

Sources: UNDP Human Development Report 2006; 2006 Country Background Notes, UNDP Fiji; Asian Development Outlook 2006 Update, Asian Development Bank; Pacific Islands Forum Secretariat

### Part III Past Cooperation and Lessons Learned

- 3.1 Under the previous programme cycle (2003-2007), UNDP support was prioritised under three related areas:
- *Poverty reduction and sustainable livelihoods for MDGs achievement:* through the provision of small grants for achievement of MDGs;
  - *Democratic governance and human rights* through participatory democracy and civic education in Tonga; and HIV/AIDS across the region;
  - *Environmental protection and resource management* through programmes in environmental governance, climate change and biodiversity. A key focus has been on assisting Tonga to meet their obligations under various multilateral and regional environment agreements (MEAs).
- 3.2 Tripartite Project Reviews (TPRs) and project evaluations confirm the validity of the emphasis of the previous cycle, with some adjustments required to fine-tune the future programme. These include the need to:
- Adopt a more *strategic and targeted focus* on key outcomes to *maximise impact*. Programme effectiveness has been challenged by the unique role of the MCO to spread resources across 10 countries. Clear programme objectives, realistic targets, measurable indicators and appropriate sequencing of capacity, culture and gender disparities need to be prioritised.



- Ensure *national commitment* to and ownership of programmes, use of *national development frameworks* and systems in consultative processes, more frequent country visits, and continued training at national, regional and international levels.
- Build *stronger partnerships* at the highest levels. While improved coordination with development partners was a noted achievement, programmatic linkages with other United Nations agencies, funds and programmes working in the region and with the Council of Regional Organisations of the Pacific (CROP) have been relatively weak. Enhanced donor partnerships will help to continue the recent trend of *improved resource mobilisation*.

#### **Part IV Proposed Programme**

- 4.1 The overall aim of the programme is to respond to current and emerging development challenges of Tonga in close partnership with the Government and through continued emphasis on capacity development, strategic focus and use of resources in high-impact areas, robust engagement and coordination with other key stakeholders and development partners. The programme seeks to facilitate the implementation of the Strategic Development Plan 8 (SDP8) 2006/7 – 2008/9 “Looking to the Future, Building on the Past” and to strengthen linkages with the Pacific Plan.
- 4.2 The programme has four strategic outcome areas: (1) Poverty Reduction and the Millennium Development Goals (MDGs); (2) Good Governance and Human Rights; (3) Crisis Prevention and Recovery and (4) Environment and Sustainable Management. Furthermore, under each outcome area the programme is structured around 1-2 specific priority outputs, as defined during national consultations on UNDAF/MCPD on the basis of common assessment of development challenges.

##### ***Poverty Reduction and the Millennium Development Goals***

- 4.3 UNDP's cooperation with the government of Tonga in this area will be geared towards addressing the Pacific Sub-Regional UNDAF (2008-2012) Outcome 1: Equitable Economic Growth and Poverty Reduction, and Outcome 3: Equitable Social and Protection Services. UNDP support in this area will address the following priorities:
- (i) *Localizing MDGs (strengthening MDG-based planning)* to facilitate evidence based policy making and planning through the availability of relevant and updated development data including improvement of existing related mechanisms and their coordination. UNDP will support a strengthening of the national development monitoring effort to collect MDG data as the basis for developing a national poverty line and ensure a second national MDG report by 2010. In addition UNDP will seek to leverage its global and regional expertise, in cooperation with UN and CROP agency partners, to improve national capacity in data analysis, policy making, planning and budgeting to help mainstream the MDGs.
  - (ii) *Facilitating people's access to sustainable financial services and enhancing financial competencies.* UNDP will explore opportunities for financial products and services to meet the needs of the rural un-banked population of Tonga, in partnership with the UNDP Pacific Centre.

##### ***Good Governance and Human Rights***



4.4 As signatory to the Pacific Plan, Tonga is committed to promoting good governance and supporting one of its key objectives to “improve transparency, accountability, equity and efficiency in the management and use of resources in the Pacific<sup>2</sup>,” which is also reflected in the SDP8. UNDP’s support in this area will focus on addressing UNDAF Outcome 2: Good Governance and Human Rights. Specifically:

- (i) *Supporting Parliament and Improving Participatory Democracy.* To foster democratic governance in Tonga, UNDP focuses its programming intervention on Supporting Parliament by building on a Preparatory Assistance (PA) Project consisting of 4 main components including an induction workshop for Members of Parliament, an update of the Legislative Needs Assessment undertaken in 2001; capacity assessment and strategies; and the design of a 3 year project. UNDP will also explore with key stakeholders programming possibilities in the area of civic education, which will develop community capacity to enable Tongan citizens to participate and manage their own affairs at the individual and institutional level. Respecting and integrating the cultural values of the people of Tonga, related activities will include principles of transparency, participation, responsiveness, accountability, empowerment and equity<sup>3</sup>.

#### ***Crisis Prevention and Recovery***

4.5 UNDP’s support in this area will focus on addressing UNDAF *Outcome 2: Good Governance and Human Rights*. UNDP’s assistance towards strengthening crisis prevention and recovery will be geared towards:

- (i) *Creation of opportunities and the political, economic and social spaces within which national actors can identify, develop and use the resources necessary to build a peaceful, equitable and just society.* This initiative will seek to leverage experience and establish partnerships to develop tension reduction projects that engage vulnerable people, including youth and women.

#### ***Environment and Sustainable Management***

4.6 UNDP will support country-led change processes of the Government of Tonga to ensure that home-grown development strategies incorporate environment and energy priorities and that improvement of capacity at all levels is backed by effective dialogue that combine GEF resources, available international assistance and innovative partnerships that support high development benefits. UNDP’s support in this area will focus on addressing UNDAF Outcome 4: *Sustainable Environmental Management*. There is one main output:

- (i) *Improving capacity to mainstream environmental sustainability at national level.* The incorporation of environment priorities and strategies into national planning and regional agreements and frameworks will build on recent assessments, action plans and strategies produced through Global Environment Facility (GEF) funded projects. National consultative processes adopted by these enabling projects provide a collective voice on capacity constraints, risks and priorities that fashioned the National Capacity Self Assessment project (NCSA), the National Biodiversity

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<sup>2</sup> Pacific Islands Forum Secretariat (2006), Pacific Plan for Strengthening Regional Cooperation and Integration, page 3.

<sup>3</sup> Whilst the Outcome 2 Results and Resources Framework (RRF) only focuses on continuing UNDP support to civil society, the UNDP Tonga Mission on 5-9 November 2007 recognizes Tonga’s commitment towards legislative strengthening. Activities for these are reflected in the annexed AWP.



Strategic Action Plan (NBSAP), and the ongoing Second National Communications to the UN Climate Change Convention (SNC).

Subject to further availability of GEF and other resources, UNDP will continue to provide assistance for follow up projects based on such reports, as well as the soon to be approved Tonga Sustainable Land Management project to enable Tongan communities adapt to impacts of environmental changes.

#### **Part V Partnership Strategy**

- 5.1 The programme's scope and complexity necessitate elaborate partnership strategies not only between the Government and UNDP, but also with a number of other partners, in order to deliver development results in Tonga and to uphold the principles of Paris Declaration on Aid Effectiveness.
- 5.2 Within the government, the list of main partners will include: Ministry of Finance and Planning, Department of Women, Ministry of Foreign Affairs, and the Department of Environment. Strong national ownership of the programme will also depend on partnership and participation of local administrations and service departments at national and local levels, civil society (including the Tonga Association of NGOs, TANGO and Civil Society Forum, Tonga National Youth Congress, Catholic Women's League and Tonga National Volunteer Service), traditional and church leaders, private sector, as well as other community members.
- 5.3 The programme will continue to leverage partnerships within the UN system under the auspices of the Pacific Sub-Regional UNDAF (2008-2012). In addition to the in-house expertise in the UNDP Fiji multi-country office and the UNDP Pacific Centre, implementation will benefit from access to UNDP's global and regional knowledge networks, as well as to United Nations Volunteers (UNV).
- 5.4 Ensuring aid effectiveness and resource mobilization, programme objectives will require robust engagement with other development partners, including Asian Development Bank (ADB), Australian Agency for International Development (AUSAID), European Union (EU), Global Environment Facility (GEF), Japan International Cooperation Agency (JICA), New Zealand's International Aid and Development Agency (NZAID), the Council of Regional Organizations in the Pacific (CROP) agencies and the UN Democracy Fund (UNDEF).

#### **Part VI Programme Management**

- 6.1 The programme will be nationally executed under the overall coordination of the designated Government of Tonga Coordinating Agency, the Aid Division of the Ministry of Finance & Planning. Other government ministries, NGOs, and UN Agencies, including UNDP will implement the programme activities based on capacity assessments carried out at the design phase of the programme. The Tonga Government Coordinating Agency will nominate the Government Co-operating Agency directly responsible for the Government's participation in each UNDP assisted AWP. The AWPs describe the specific results to be achieved and will form the basic agreement between UNDP and each implementing partner on the use of resources. The reference to "Implementing Partner(s)" shall mean "Executing Agency(ies)" as used in the OPAS.
- 6.2 In programme design and implementation, UNDP works closely with key partners. The country programme builds on the United Nations reform principles, especially



simplification and harmonization, by operating in line with the harmonized common country programming instruments such as the UNDAF results matrix, monitoring and evaluation, and programme resources frameworks in the CPAP and the AWP. To the extent possible UNDP and partners will use the minimum documents necessary, namely the signed CPAP and signed AWP to implement programmatic initiatives. However, as necessary and appropriate, project documents would be prepared using, inter alia, the relevant text from the CPAP, and AWP. UNDP will sign the project documents with partners in accordance with corporate practices and local requirements. In line with the UNDG Joint Programming Guidance Note, the scope of inter-agency cooperation is strengthened to cultivate new programme and geographical convergence

- 6.3 All cash transfers to an Implementing Partner are based on the Annual Work Plans agreed between the Implementing Partner and UNDP.
- 6.4 Cash transfers for activities detailed in AWP can be made by UNDP using the following modalities:
  1. Cash transferred directly to the Implementing Partner:
    - a. Prior to the start of activities (direct cash transfer), or
    - b. After activities have been completed (reimbursement)
  2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
  3. Direct payments to vendors or third parties for obligations incurred by UN agencies in support of activities agreed with Implementing Partners.
- 6.5 Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UNDP shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.
- 6.6 Following the completion of any activity, any balance of funds shall be reprogrammed by mutual agreement between the Implementing Partner and UNDP, or refunded.
- 6.7 Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant, such as a public accounting firm, selected by UNDP may conduct such an assessment, in which the Implementing Partner shall participate.
- 6.8 Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.
- 6.9 Resource mobilization efforts will be intensified to support the RRF and ensure sustainability of the programme. Mobilization of other resources in the form of cost sharing, trust funds, or government cash counterpart contributions will be undertaken to secure funding for the programme.



- 6.10 Following the completion of an activity, any balance of funds shall be reprogrammed by mutual agreement between the Cooperating Agency, the Implementing Partner and UNDP, or refunded. Resource mobilization efforts, as well as evaluation and communication strategies will be intensified to support the RRF and ensure sustainability of the programme. UNDP and national counterparts will ensure that programming resources are available for evaluations as well as communication of programme activities, requirements and results to the broader stakeholder community. Mobilization of other resources in the form of cost sharing, trust funds, or government cash counterpart contributions will be undertaken.
- 6.11 Project management will be strengthened further through a number of ways. UNDP will provide training and support to the Government of Tonga and all implementing partners, addressing areas such as Finance, Procurement and Human Resources, Project Management and Audit. The UNDP Multi-Country Office in Fiji will undertake at least two integrated programme missions to Tonga each year and additional missions will be fielded as needed. Certain activities in the CPAP (on HIV/AIDS and MDGs) will become part of joint UN programming, thus resulting in streamlined programme implementation modalities with other UN agencies.

## **Part VII Monitoring and Evaluation**

- 7.1 Monitoring and evaluation of country programmes will be undertaken in line with the UNDAF results matrix and monitoring and evaluation plan. The Government of Tonga and UNDP will be responsible for setting up the necessary M&E mechanisms, tools and conducting reviews, in order to ensure continuous monitoring and evaluation of the CPAP, with the view to ensuring efficient utilization of programme resources as well as accountability, transparency and integrity. The Cooperating Agencies and the implementing partners will provide periodic reports on the progress, achievements and results of their projects, outlining the challenges faced in project implementation as well as resource utilization as articulated in the AWP. Reporting will be done on a quarterly basis in accordance with UNDP procedures and harmonized with UN agencies to the extent possible.
- 7.2 Implementing partners agree to cooperate with UNDP for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UNDP. To that effect, Cooperating Agencies and Implementing Partners agree to the following:
1. Periodic on-site reviews and spot checks of their financial records by UNDP or its representatives,
  2. Programmatic monitoring of activities following UNDP's standards and guidance for site visits and field monitoring,
  3. Special or scheduled audits: UNDP, and where appropriate in collaboration with other UN agencies, will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by UNDP, and those whose financial management capacity needs strengthening.
- 7.3 To facilitate assurance activities, Implementing partners and UNDP may agree to use a programme monitoring and financial control tool allowing data sharing and analysis.
- 7.4 The Government of Tonga will take responsibility for the audit of nationally executed projects in accordance with UNDP requirements. Subject to assessment of the Public Financial Management (PFM) system confirming that the capacity of the Tonga Auditor



General's Office is high and willing and able to conduct scheduled and special audits, the Tonga Auditor General may undertake the audits of government Implementing Partners. If the Tonga Auditor General's Office capacity is insufficient or chooses not to undertake the audits of specific implementing partners to the frequency or scope required by UNDP, UNDP will commission the audits to be undertaken by private sector audit services.

- 7.5 Assessments and audits of non-government Implementing Partners will be conducted in accordance with the policies and procedures of UNDP.
- 7.6 The Government of Tonga and UNDP shall jointly conduct annual planning and review meetings for all programme components. A more comprehensive mid-term programme review, including outcome evaluations, will be held jointly by the Government and UNDP in 2010, and an end-of-programme cycle evaluation will be done in 2012. The Government and UNDP will create an evaluation plan, to be updated in the annual planning reviewing process.

#### **Part VIII Commitments of UNDP**

- 8.1 The regular resource allocation for the period 2008-2012 is \$456,039 subject to availability of funds. Working with the Government, UNDP will seek financing partnerships to mobilize an estimated additional \$3,600,000 in non-core resources, subject to interest by funding partners. These resource allocations do not include emergency funds that may be mobilized in response to any humanitarian or crisis situation. These resource allocations will be utilized for policy advice, technical assistance, capacity building, systems development and knowledge generation and sharing.
- 8.2 UNDP will ensure coherence between the CPAP and AWP, UNDAF results matrix and MDGs, including monitoring and evaluation, and timely progress reporting to donors. Through annual reviews and quarterly progress reporting, joint responsibilities between UNDP, the Government and implementing partners will be emphasized.
- 8.3 In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by UNDP in support of activities agreed with Implementing Partners, UNDP shall proceed with the payment within 5 working days.
- 8.4 UNDP shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor.
- 8.5 Where more than one UN agency provides cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN agencies.

#### **Part IX Commitments of the Government**

- 9.1 Implementing partners agree to cooperate with UNDP for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UNDP. To that effect, Cooperating Agencies and Implementing Partners agree to the following:
- 9.2 The Government will honor its commitments in accordance with the provisions of the Standard Agreement on Operational Assistance (OPAS) of 22 April 1971. The Government



will apply the provisions of the Convention on the Privileges and Immunities of the United Nations Agencies to UNDP's property, funds, and assets and to its staff and consultants. In addition, the Government will accord to UNDP and its staff and to other persons performing services on behalf of UNDP, the privileges, immunities and facilities as set out in the OPAS.

- 9.3 The Government will be fully committed to support UNDP in playing its mandated roles in Tonga, including those in implementing its technical assistance activities and assisting the realization of the values of the Millennium Declaration and the Millennium Development Goals in the country.
- 9.4 The Government will be committed to ensure that counterpart funds, both in-kind and in-cash contributions, will be made available, in a timely and adequate manner, to enable the successful implementation of UNDP-assisted projects.
- 9.5 The Government will work closely with UNDP to mobilize non-core resources, including GEF funding, third-party cost-sharing and private sector contributions, to support CPAP implementation.
- 9.6 Mechanisms for participatory planning, monitoring and evaluation on the progress of the country programme involving civil society and other development partners will be implemented. The Government is also committed to organize periodic programme review, planning and joint strategy meetings and where appropriate, coordination of sectoral and thematic development partners groups to facilitate the participation of donors, civil society, private sector and UN agencies. In addition, the Government will facilitate periodic monitoring visits by UNDP staff and/or designated officials for the purpose of monitoring, meeting beneficiaries, assessing the progress and evaluating the impact of the use of programme resources. The Government will make available to UNDP in a timely manner any information about policy and legislative changes occurring during the implementation of the CPAP that might have an impact in co-operation.
- 9.7 Upon implementation of the Harmonized Cash Transfer (HACT) Framework, a standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the Annual Work Plan (AWP), will be used by Implementing Partners to request the release of funds, or to secure agreement that UNDP will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.
- 9.8 Cash transferred to Implementing Partners should be spent for the purpose of activities as agreed in the AWP's only.
- 9.9 Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the AWP's, and ensuring that reports on the full utilization of all received cash are submitted to UNDP within six months after receipt of the funds. Where any of the national regulations, policies and procedures is not consistent with international standards, the UN agency regulations, policies and procedures will apply.



- 9.10 In the case of international NGO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the AWP, and ensuring that reports on the full utilization of all received cash are submitted to UNDP within six months after receipt of the funds.
- 9.11 To facilitate scheduled and special audits, each Implementing Partner receiving cash from UNDP will provide UNDP or its representative with timely access to:
- All financial records which establish the transactional record of the cash transfers provided by UNDP;
  - All relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed.
- 9.12 The findings of each audit will be reported to the Implementing Partner and UNDP. Each Implementing Partner will furthermore:
- Receive and review the audit report issued by the auditors;
  - Provide a timely statement of the acceptance or rejection of any audit recommendation to the UNDP that provided cash and to the Supreme Audit Institution;
  - Undertake timely actions to address the accepted audit recommendations;
  - Report on the actions taken to implement accepted recommendations to the UN agencies and to the SAI, on a quarterly basis.

**Part X Other Provisions**

- 10.1 This CPAP enters into force on the date signed by both Parties and in the case the CPAP is signed on different dates, then it shall enter into force on the date of the later signature. The CPAP shall continue in force until 31 December 2012.
- 10.2 This CPAP supersedes any previously signed CPAP between the Government of Tonga and UNDP and may be modified by mutual consent of both parties on the recommendations of the joint strategy meeting.

*IN WITNESS THEREOF the undersigned, being duly authorized, have signed this Country Programme Action Plan on this day [13<sup>th</sup> June, 2008] in [Nuku'alofa, Kingdom of Tonga].*  
[day, month, and year] [name of city, name of country]

For the Government of the Kingdom of Tonga

Signature: *Ot. Matoto*

Name: *OYENIFI AFUALO MATOTO*

Title: *MINISTER FOR FINANCE & NATIONAL PLANNING*

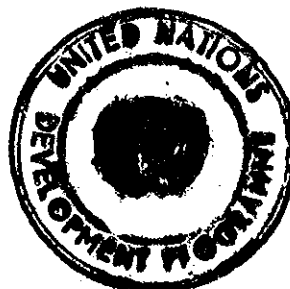


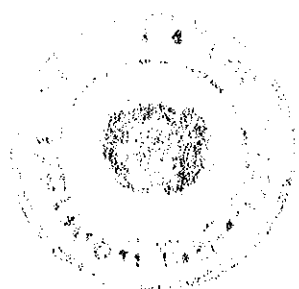
For the United Nations Development Programme Multi-Country Office based in Fiji

Signature: *Tily Kurbajov*

Name: *TILY KURBAJOV*

Title: *RESIDENT REPRESENTATIVE a.i.*





Tonga Results and Resources Framework

Expected UNDAF outcome #1 & 3: Equitable Economic Growth and Poverty Reduction & Millennium Development Goals		Indicative Resources by programme component (per year, US\$)							
Expected Outcomes	Expected Outputs	Annualized output indicators, baselines and targets	Implementing partners	2008	2009	2010	2011	2012	Total
<p>Localising MDGs</p> <p>1.1 Tonga prepares and implements sectoral and national plans and sustainable development strategies aligned with MDG goals, targets and indicators linked to national budgets; and national statistical information systems and databases are established, strengthened (to support information systems), upgraded and harmonised focusing strongly on demographic disaggregated data and poverty indicators</p> <p><b>Indicator:</b> MDG costed national plans, % increased budget allocations for MDGs; MDG report completed.</p> <p><b>Baseline:</b> At the end of 2007, Tonga does not have national or sectoral plans costed or aligned with the MDGs. <b>Target:</b> MDG based planning and budgeting is operational.</p>	<p>1.1.1 Strengthened capacity among policy makers and CSOs to analyse trends and implications of key poverty, environment and gender issues and incorporate them in MDG based national policies, plans, budgets and reports</p>	<p>[1.1.1.1] # of national and sectoral development plans that are aligned with MDGs and linked to national budgets</p> <p><b>Baseline:</b> National &amp; sectoral plans not aligned with national MDG priorities</p> <p><b>Targets:</b> Sectoral and national budgets aligned to the MDGs</p>	<p>Ministry of Finance &amp; Planning, Department of Women with UN organizations, ADB, CROP organizations, CSOs and community members</p>	5,062	5,062	5,062	8,034	8,034	31,254 <sup>4</sup>
<p>Equitable growth and inclusive globalization</p> <p>1.2 Private/public sector partnerships and employment generation are sustainable, pro poor and equitable</p> <p><b>Indicator:</b> # of urban/rural poor accessing financial services, in particular women and youth.</p> <p><b>Baseline:</b> Rural/outer island access to financial services limited; <b>Target:</b> Increased number of people, in particular women and youth, having access to financial services.</p>	<p>1.2.1 Deepened access to sustainable financial services and financial competencies enhanced</p>	<p>[1.1.1.2] # of planners trained in MDG planning, budgeting, data collection and analyses</p> <p><b>Baseline:</b> Planners have limited expertise in use of MDG costing and planning tools</p> <p><b>Targets:</b> National and sectoral planners trained in MDG planning &amp; budgeting</p>	<p>Ministry of Finance &amp; Planning, Tonga National Youth Congress, Catholic Women's League, Tonga National Volunteer Service with UN organizations, NZAID, EU, AUSAID, Foundations of the Peoples of the South Pacific (FSP), other CSOs and community members</p>	50,000	50,000	50,000	50,000	50,000	250,000
				14,887	14,887	14,887	23,630	23,630	91,921 <sup>5</sup>
				200,000	200,000	200,000	200,000	200,000	1,000,000

<sup>4</sup> 2008 & 2009 TRAC Resources re-prioritized to Outcome 2 for CSFT activities

<sup>5</sup> 2008 & 2009 TRAC Resources re-prioritized to Outcome 2 for CSFT activities




Expected UNDAF outcome #2: Good Governance and Human Rights	Expected Outcomes	Expected Outputs	Annualized output indicators, baselines and targets	Implementing partners	Indicative Resources by programme component (per year, US\$)
UNDP Programme component					
Decentralization and Local Governance	<p>2.1 Decentralisation of governance and participatory decision making is enhanced  <i>Indicator:</i> % increase in local government expenditure; # of participatory local level plans developed; # of local governments leveraging ICT for planning and management; % of people actively engaged in councils and traditional systems; # of local government acts reviewed. <i>Baseline:</i> Lack of supportive legislation and functional structures and systems to enhance participation at local level; in outer islands severe constraint capacity and lack of delegated resources for planning and implementation. <i>Target:</i> Effective, efficient and accountable Local Governments and decentralised systems</p>	<p>2.1.1 Strengthened capacity of civil society to understand and advocate for human rights and provide inputs into policy making</p>	<p>[2.1.1.1] # organisations/people trained in planning, financial management, and participating in political level discussions on policy making and human rights advocacy.  <i>Baseline:</i> Limited number of civil society organizations trained in planning, financial management, policy making and human rights advocacy.  <i>Targets:</i> Civil Society actively contributing to political dialogue on policy making and human rights advocacy</p>	<p>Ministry of Foreign Affairs, Ministry of Finance &amp; Planning, Civil Society Forum with UN organizations, RRRT, EU, NZAID, AusAID, CSOs and community members</p>	<p>Regular Resources                      13,896    12,406    12,406    19,691    19,691    78,090</p> <p>Other Resources                      50,000    50,000    50,000    50,000    50,000    250,000</p>
Expected UNDAF outcome #2 & 4: Good Governance and Human Rights & Sustainable Environmental Management					
UNDP Programme component					
Peace-building and tension reduction	<p>3.1 Disaster risk reduction and management of responses to humanitarian crisis and natural disasters are effective and integrated into all forms of development  <i>Indicator:</i> # of engendered conflict sensitive analysis of national policies, strategies and projects adopted and implemented. <i>Baseline:</i> Limited capacity for conflict sensitive analysis and dialogue; tension reduction projects adhoc and limited in scope and outreach. <i>Target:</i> Strengthened national capacity for national stability dialogues, conflict sensitive analyses and management of appropriate tension reduction measures.</p>	<p>3.1.1 National strategies reviewed through conflict sensitive analyses; and tension reduction projects developed and implemented</p>	<p>[3.1.1.1] # of opportunities created to support tension reduction, particularly focused on youth                      [3.1.1.2] # of people engaged in meaningful tension reduction projects  <i>Baseline:</i> detailed overview of socio and economic situation of youth limited  <i>Target:</i> Detailed review of socio and economic situation of youth identifying entry points for further work targeting youth</p>	<p>Office of the Prime Minister with UN organizations, CROP organizations, CSO and community members</p>	<p>Regular Resources                      0.00    0.00    0.00    0.00    0.00    0.00</p> <p>Other Resources                      \$20,000    \$20,000    \$20,000    \$20,000    \$20,000    100,000</p>



Expected UNDAF outcome #4: Sustainable Environmental Management		Expected Outputs	Annualized output indicators, baselines and targets	Implementing partners	Indicative Resources by programme component (per year, US\$)				
Expected Outcomes	Expected Outputs				Regular Resources	75,000	75,000	0.00	0.00
<p>UNDP Programme component</p> <p>Capacity development to mainstream environmental sustainability</p>	<p>4.1 Environmental sustainability and sustainable energy are mainstreamed into regional and national policies, planning frameworks, and Tonga communities effectively manage and sustainably use their environment, as well as natural and cultural resource programmes</p> <p><i>Indicator:</i> # of national development strategies, policies, plans of PICs incorporating environmental sustainability issues; % increase in national budget for environmental sustainability issues. <i>Baseline:</i> Limited integration of environmental concerns in national or sectoral plans and strategies; national environmental agencies under-resourced and over-extended. <i>Target:</i> Tonga's national development strategies, policies, plans integrating environmental sustainability issues.</p>	<p>4.1.1 Policy, legislative and management frameworks developed and strengthened capacity at all levels improves implementation of environment programmes, conservation, sustainable use and equitable sharing of benefits from natural resources, including biodiversity, fisheries (marine and freshwater), and the promotion of sustainable renewable energy</p>	<p>[4.1.1.1] # of legislation and sectoral plans incorporating environmental governance and provision of implementation budgets</p> <p><i>Baseline:</i> Limited integration of environmental concerns in national or sectoral plans and strategies; national environmental agencies under-resourced and over-extended. <i>Target:</i> Tonga's national development strategies, policies, plans integrating environmental sustainability issues.</p>	<p>Department of Environment with UN organizations, CROP organizations, JICA, NZAID, Civil Society Forum and other CSOs, and community members</p>	<p>Regular Resources</p> <p>104,774</p>	75,000	0.00	0.00	254,774
	<p><i>Indicator:</i> Strategic environmental action plans implemented and monitored. <i>Baseline:</i> Strategic environmental strategies and plans not implemented in Tonga, national environmental agencies under-resourced and over-extended. <i>Target:</i> Capacity of Environment department to support and monitor compliance to environmental legislation; fulfillment of reporting obligations of MEA-related initiatives.</p>		<p>[4.1.1.2] Fulfilment of reporting obligations and number of initiatives developed to support MEAs (environmental agreements)</p> <p><i>Baseline:</i> Strategic environmental strategies and plans not implemented in Tonga, national environmental agencies under-resourced and over-extended. <i>Target:</i> Capacity of Environment department to support and monitor compliance to environmental legislation; fulfillment of reporting obligations of MEA-related initiatives.</p>		<p>Other Resources</p> <p>400,000</p>	400,000	400,000	400,000	2,000,000
<b>TOTAL</b>					<p>Regular Resources</p> <p>138,619</p>	107,355	107,355	51,355	456,039
					<p>Other Resources</p> <p>720,000</p>	720,000	720,000	720,000	3,600,000



	Annual WorkPlan Budget Worksheet	
	United Nations Development Programme	
	Tonga	
	Year:	2008
	Project #: (Award ID)	Good Governance and Human Rights


Project ID	EXPECTED OUTPUS and indicators including annual targets	PLANNED ACTIVITIES <i>List all activities including M&amp;E to be undertaken during the year towards stated CP outputs</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
			Q1	Q2	Q3	Q4		Source of Funds	Budget/Description	Amount
*****	Parliamentary Support PA project approved and implemented	<ul style="list-style-type: none"> <li>▪ Orientation Workshop for Members of the Legislative Assembly conducted</li> <li>▪ Capacity Assessment and update LNA of 2001</li> <li>• A 3 year project document for support to the Legislative Assembly of Tonga is drafted and approved within UNDP and endorsed by Governments of Tonga</li> </ul>		X	X	X	UNDP MCO; Speaker of Tonga Parliament; Workshop Facilitator	DGTF	Consultant costs, DSA and Travel	\$15,000
					X			DGTF	Cost of Workshop resource materials; facilitators	\$25,000
				X			UNDP MCO & Pacific Centre	DGTF	Travel and formulation workshop costs; printing and presentation aid hire	\$10,000
								<b>Sub-total</b>		<b>\$50,000</b>
*****	Tonga civic Education Support PA project approved and implemented	<ul style="list-style-type: none"> <li>• Scoping mission, undertaking a capacity Assessment and needs analysis for civic education</li> <li>• A 2 year project document targeting youth drafted and</li> </ul>		X			UNDP MCO, Prime Minister Office, Ministry of Education, Speaker of Tonga Parliament, Civil Society Forum	TBC	Local Consultant costs, DSA and Travel	\$5,000
				X			UNDP MCO, Prime Minister Office, Ministry of Education,	TBC	Travel and formulation workshop costs;	\$10,000



EXPECTED OUTPUTS and indicators including annual targets		PLANNED ACTIVITIES <i>List all activities including M&amp;E to be undertaken during the year towards stated outputs</i>	TIMELINE				RESPONSIBLE PARTY	PLANNED BUDGET	
Project ID	Expected Output		Q1	Q2	Q3	Q4	Source of Funds	Budget Description	Amount
		approved within UNDP and endorsed by Governments of Tonga						printing and presentation aid hire	
		• Monitoring and Evaluation				X	TBC	Travel & DSA	\$8,000
*****	Strengthened capacity of civil society	<ul style="list-style-type: none"> <li>Strengthening CSFT and Affiliates</li> <li>Marketing strategy in place – bi-annual targets met</li> <li>Effective Management of Small Grant Scheme (SGS)</li> <li>Strengthen relationships amongst all leaders and people of Tonga</li> <li>Build awareness on relevant UN instruments in support of achieving the Millennium Development Goals (MDGs)</li> <li>Build communities capacities and skills with Tonga National Volunteers (TNVs) work</li> <li>Project Monitoring</li> </ul>	X	X	X	X	TRAC I	Personnel & Administrative Costs	\$81,485
				X	X			Grants	\$14,000
				X	X			Consultant	\$23,000
					X			Workshop	\$5,500
						X		Contractual Services	\$27,000
				X				Travel & Audit Costs	\$10,500
							<b>Sub-total</b>		<b>\$161,485<sup>6</sup></b>
							<b>TOTAL</b>		<b>\$234,485</b>


<sup>6</sup> \$87,485 re-phased from 2007 unspent 2007 budget



	Annual WorkPlan Budget Worksheet	
	United Nations Development Programme	
	Tonga	
	Year:	2008
	Project #: (Award ID)	
Project Title:		Crisis Prevention and Recovery

EXPECTED OUTPUTS and indicators including annual targets	PLANNED ACTIVITIES <i>List all activities including M&amp;E to be undertaken during the year towards stated CP outputs</i>	TIMEFRAHE				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
***** National strategies reviewed through conflict sensitive analysis, and tension reduction projects developed and implemented	<ul style="list-style-type: none"> <li>Review of socio economic situation of youth identifying entry points for further work targeting youth</li> <li>A 2 year project document targeting youth drafted and approved within UNDP and endorsed by Governments of Tonga.</li> </ul>		X			UNDP MCO, UNDP Pacific Centre, Office of the Prime Minister, CSO and community members. Relevant line ministries	TBC	Local Consultant costs, DSA and Travel	\$10,000
				X			TBC	Travel and formulation workshop costs, printing, miscellaneous	\$10,000
<b>TOTAL</b>							<b>TOTAL</b>		<b>\$20,000</b>



	
Annual WorkPlan Budget Worksheet	
United Nations Development Programme	
Tonga	
Year:	2008
Project #: (Award ID)	
Project Title:	Environment and Sustainable Management

EXPECTED OUTPUTS		PLANNED ACTIVITIES <i>List all activities including M&amp;E to be undertaken during the year towards stated CP outputs</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
Project ID	Expected Output		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
*****	Roundtable hosted for key donors/stakeholders to discuss environmental issues and strategies concerning Tonga	<ul style="list-style-type: none"> <li>• Host meeting</li> <li>• Identify follow up actions</li> <li>• Develop programme/projects to address environmental sustainability concerns</li> <li>• PAC/LPAC PRODOC signing</li> <li>• Monitor implementation</li> </ul>	X	X	X	X	Government of Tonga, UNDP	TRAC I & II	Facilitator, travel, meeting expenses, scoping missions	\$95,000



EXPECTED OUTPUTS and indicators including annual targets		PLANNED ACTIVITIES <i>List all activities including MoE to be undertaken during the year towards stated CP outputs</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
Project ID	Expected Output		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
Tonga Sustainable Land Management – Medium Size Project	<p>1) Capacity development and mainstreaming to eradicate land-induced poverty especially in rural development agendas</p> <p>2) Completion of co-financing requirements for NAP (central policy framework) in a timely manner,</p> <p>3) Medium-Term National Investment Plan and its Coordinated Resource Mobilization Plan</p>	<ul style="list-style-type: none"> <li>• LPAC &amp; UNDP PRODOC signing</li> <li>• Establishment of Project Office and Staff recruitment</li> <li>• Project Initiation Workshop</li> <li>• NAP Completion</li> <li>• Monitor implementation</li> </ul>		X	X	X	GEF	Consultants Workshop Costs, Materials	\$175,000	



EXPECTED OUTPUTS and indicators including annual targets		PLANNED ACTIVITIES <i>List all activities including M&amp;E to be undertaken during the year towards stated CP outputs.</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET	
Project ID	Expected Output		Q1	Q2	Q3	Q4		Source of Funds	Budget Description
Tonga SNC (current)	Second National Communication comprising three major elements: a national greenhouse gas inventory, abatement analysis, and vulnerability and adaptation assessments - report to UNCCC	<ul style="list-style-type: none"> <li>Adaptation to Climate Change, Constraints and Gaps, Mitigation measures, Monitoring, and Thematic diagnostics</li> </ul>	X	X	X	X	GEF	Consultant, travel, workshop costs	\$175,000
Tonga NBSAP	First National Communication	<ul style="list-style-type: none"> <li>NBSAP formulated, preparation and submission of the First National Report to Cabinet, Capacity building for Clearing House Mechanism</li> </ul>	X	X			TRAC I	Consultant, travel, workshop costs (over-expenditure)	\$10,376 <sup>7</sup>
Tonga GEF Small Grants Programme	Community-based local action contributing to environment and energy global priorities	<ul style="list-style-type: none"> <li>Grants disbursement</li> <li>Capacity Development initiatives</li> </ul>	X	X	X	X	GEF SGP and NZAID	Administration Costs	\$50,000
<b>TOTAL</b>									<b>\$505,376</b>

<sup>7</sup> NBSAP over-expenditures

