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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Consideration and approval of country programmes

FIRST COUNTRY PROGRAMME FOR
TOKELAU

UNDP assistance requested by the Government of Tokelau
for the period 1983-1986

Illustrative IPF for 1982-1986: \$950,000

Illustrative IPF for the programme period (1983-1986): \$627,000

INTRODUCTION

1. Tokelau is a very small developing island territory in the South Pacific consisting of three atolls spread across 160 kilometres of ocean. It has a total land area of only 12 square kilometres and a population of about 1,600. The economy of Tokelau is based mainly on the resources of the sea and on the coconut and pandanus palms, but the bulk of food and shelter is provided in a traditional way of life outside the cash economy.

* In accordance with decision 81/15, adopted by the Governing Council on 27 June 1981 (E/1981/61/Rev.1, annex 1), the first country programme for Tokelau is being submitted to the Council without an accompanying note by the Administrator.

In considering the development needs of Tokelau, it is important to bear in mind that it is a dependent territory of New Zealand but with a considerable measure of self government. Tokelau nationals have free right of access to New Zealand and hence there is considerable movement of people in both directions between the two countries.

3. Over-all responsibility for co-ordinating the development of Tokelau rests with the Official Secretary for Tokelau, who operates with a senior Tokelau Public Service staff out of an office located in Apia, Western Samoa. The Official Secretary took the lead in formulating this country programme and its budgetary implications were discussed and approved by the General Fono (Tokelau's legislative body).

4. The first country programme was formulated in consultation with the Resident Representative and the UNDP field office staff based in Apia. In addition to UNDP, United Nations agencies were involved in the consultative process, primarily through their field project personnel and representatives within the region.

5. UNDP resources taken into account for programming purposes for 1983-1986 total \$702,000. This consists of 80 per cent of the illustrative Indicative Planning Figure (IPF) for 1982-1986, reduced by the authorized budget level for 1982 of \$137,000. Also included, however, are the amounts of \$4,000, representing underspending of the second cycle IPF, and \$75,000, representing Government cost sharing.

6. Tokelau has been a recipient of UNDP assistance since 1977, but this is the first country programme. During the second planning cycle, the UNDP effort represented more of a collection of ad hoc projects formulated to meet specific needs rather than a coherent, over-all development strategy.

7. In this new country programme, sufficient flexibility will be maintained to ensure that it is attuned to evolving needs that are identified on each of the atolls. However, as a following section of this document indicates, in this first country programme a greater effort will be made to concentrate UNDP assistance in certain areas which affect the country as a whole and are of common concern to all three atolls

8. To date, short-term consultants have been used on a limited basis, while UNDP-funded expatriate personnel have not been deployed on long-term assignments. Given the nature of Tokelau society and the isolation of the territory, this will not change substantially in the new programme, with the exception of the programme on marine resources

9. During the country programme period, the Office of Tokelau Affairs and UNDP have agreed to a regular, comprehensive review of the programme at least every six months in order both to maintain full delivery of UNDP assistance and to modify its emphasis and substance where necessary to suit changing requirements.

UNDP TECHNICAL CO-OPERATION ENVISAGED IN SUPPORT
OF NATIONAL DEVELOPMENT PRIORITIES

A. Objectives and general approach

10. The principal objectives of Tokelau's current development strategy are:

(a) To assist the people of Tokelau to assume an increasing degree of self-government by drawing on the strengths of the existing indigenous political and social systems;

(b) To improve the standard of living of the people of Tokelau by mixing rational exploitation of the very limited resources available;

(c) To ensure an equitable distribution of income within the Tokelau communities to satisfy all basic social and economic needs; and

(d) To provide greater opportunities for the people of Tokelau to participate actively in the development process.

11. The above objectives are, of course, not mutually exclusive. Given the size of the resources available through UNDP, not all these objectives can be directly aided during the programme period.

B. The country programme

12. Within the context of the major objectives of the development programme of the Tokelau Administration, there are two major development areas within which UNDP funding will be concentrated during the period 1983-1986.

1. Upgrading of telecommunications

13. Tokelau's isolation in the Pacific, away from main shipping routes and its inaccessibility to land-based aircraft, makes the maintenance of even the most basic communications links sometimes difficult and always expensive. The Administration has recently increased the frequency of the shipping link between Apia and Tokelau and has reintroduced a limited seaplane service. These steps have helped to reduce Tokelau's isolation but are yet insufficient to permit the establishment of government administration within the territory itself. Existing communications facilities are extremely rudimentary and an effective automatic international (and interatoll) telephone and telex system is an indispensable instrument for all further development in Tokelau and is an essential step towards facilitating the transfer of the Tokelau Affairs Office from Apia to Tokelau. An integrated project involving the provision of technical assistance, training opportunities and the purchase and installation of the capital equipment required is accorded the highest priority in Tokelau's development plans. This project was launched in 1982 and it is hoped that the upgrading of the Tokelau's telecommunications can be completed by the end of 1984. The UNDP contribution, during 1983 and 1984, is envisaged at \$200,000. In addition to the normal in-kind contributions of labour and facilities, the Tokelau Administration will make available a cash contribution of \$75,000 for this project.

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2. Development of marine resources

14. As an important step towards the establishment of a sustainable fisheries programme to maximize rational use of Tokelau's major resource, the second main element of UNDP activities in Tokelau over the next five years is a comprehensive project (scheduled to begin in 1984-1985) on the development of Tokelau's marine resources. Five major strands are proposed within this project: a study of the marine biology of the atolls of Tokelau (reef, lagoon and open sea); a study of the encyclopaedic (and unwritten) traditional knowledge and practices of Tokelauan fishermen; training in fisheries and marine biology; the introduction of appropriate materials into local school curricula; and the establishment of economic management criteria for important species. UNDP inputs are expected to include the services of perhaps two marine biologists and an anthropologist, possibly some short-term consultants, training, administrative support and necessary field equipment. This component of the programme would require approximately \$213,000 of UNDP resources.

3. Village projects

15. During the period of the country programme, Village Projects (TOK/78/005) will continue. This is a small-scale project providing for the imported components of local works such as sea-wall construction, coconut replanting, copra drier construction etc. The local community provides the manpower for the individual projects. Approximately \$8,000 will be earmarked, during the programme period, for this ongoing project.

4. Miscellaneous

16. There will be a continuing need for some ad hoc assistance, e.g. aiding public libraries, short-term agricultural consultancies to investigate specific problems, short-term overseas visits to attend training sessions and workshops etc. It is therefore proposed that a relatively small omnibus programme support project be established to provide such assistance as is required from time to time. It is envisaged that about \$83,000 of UNDP funding would be required for this purpose.

17. The present country programme takes advantage of UNDP-funded regional projects to supplement the national IPF, especially in training and consultancies. Tokelau fully supports the 1982-1986 UNDP Intercountry Programme for Asia and the Pacific and intends to use it to its best advantage. Some of the projects of particular interest to Tokelau are Regional Telecommunications Training and Development for the South Pacific (RAS/81/025 and RAS/81/026), Root Crop Development in the South Pacific (RAS/74/017), the Regional Adviser on Vocational Training in Rural Areas in the South Pacific (RAS/75/008), the Regional Fisheries Co-ordinator for the South Pacific (RAS/73/025), Umbrella Training of Health Service Personnel (RAS/80/023) and, to a somewhat lesser degree, the Pacific Regional Energy Programme (RAS/81/092).

C. Relationship with other external assistance

18. As a dependent territory, Tokelau does not have access to large amounts of development assistance from sources other than New Zealand. In this latter case, a substantial amount of budgetary assistance (amounting to around 70 per cent of Tokelau's budget in recent years) is made available each year and constitutes

Tokelau's most important source of government revenue. The only other source of bilateral assistance is Australia, which makes a small annual grant for cultural purposes.

19. Tokelau will use UNDP funds for technical assistance, training and the supply of goods and material to supplement other available resources. Such utilization will facilitate the smooth execution of the administration's development programme and ensure the successful operation of various projects, which have either been initiated with or have benefitted from prior UNDP assistance..

20. Tokelau participates in such regional organizations as the South Pacific Commission, the South Bureau for Economic Co-operation and in an observer's capacity, the Forum Fisheries Agency. It will continue to look to those organizations for technical and training assistance within their individual spheres of competence. Training and manpower assistance is also provided by the Commonwealth Fund for Technical Co-operation.

Annex
FINANCIAL SUMMARY

A. Resources

(a) <u>IPF and other resources</u>	\$
(i) Illustrative IPF for 1982-1986	950 000
(ii) Less unprogrammed balance a/	(190 000)
(iii) Less authorized budget level for 1982	(137 000)
(iv) Previous IPF cycle balance	4 000
(v) Other resources: Cost sharing	75 000

Total resources available for programming: 702 000

B. Use of resources

(a) <u>Programmed</u>	
(i) Ongoing projects	318 000
(ii) New projects and new phases of ongoing projects included in the country programme	80 000
(iii) Earmarked for specific objectives and activities for which projects are to be worked out at a later stage	253 000

Subtotal: 651 000

(b) Reserve 51 000

Total programmed plus reserve: 702 000

C. Financial distribution of programme, by sector

<u>Sector b/</u>	<u>Ongoing Projects</u>	<u>New Projects</u>	<u>Sectoral Earmarking</u>	<u>TOTAL</u>
04 Agriculture, forestry & fisheries	17 000	-	213 000	230 000
06 Transport and communication	275 000	-	-	275 000
09 Human settlements	-	80 000	-	80 000
15 Culture	26 000	-	40 000	66 000
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TOTAL	318 000	80 000	253 000	651 000

a/Representing 20 per cent of the illustrative IPF which has not been taken into account for programming.

b/According to ACC Classification.

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