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PROGRAMME PLANNING

Country and intercountry programmes and projects

SECOND COUNTRY PROGRAMME FOR TOKELAU*

<u>Programme period</u>	<u>Actual resources programmed</u>	\$
1987-1991	IPF for 1987-1991	1 013 000
	Carry-over from third cycle	<u>128 000</u>
	Total	1 141 000

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*Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) distribution of new country programmes by sector.

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I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Tokelau, a Non-Self-Governing Territory under New Zealand's administration, consists of three small atolls in the South Pacific with a total land area of approximately 12 square kilometres. Its population has declined to just under 1,500 from an estimated 2,000 in 1971.
2. Each atoll consists of a number of reef-bound islets encircling a lagoon. These islets, or motus, vary in length from 90 metres to 6 kilometres, and in width from a few metres to 200 metres. At no point do they rise higher than 5 metres above sea level.
3. In considering the development needs of Tokelau, it is important to bear in mind the size of the communities, their cultural setting and unique lifestyle in a traditional environment. It is also equally important to consider that Tokelau is a Territory of New Zealand; that Tokelauans have free access to New Zealand; and that there is a significant movement of people between the two countries. Despite this status the leadership of Tokelau has assumed a considerable degree of self-government.
4. Tokelau's size, isolation and lack of land-based resources allow little scope for economic development in the traditional sense of the word. The principal revenue earners are copra (184 tons shipped in 1983/1984), stamps, souvenir coins and handicrafts, as well as remittances from Tokelauans resident in New Zealand.
5. Tokelau's soil is thin and infertile and as such its crop production base is very narrow. The main food crops are coconut palm, which also provides copra for export, and the breadfruit tree, with a meagre supplement provided by pulaka, taamu (both rootcrops), pawpaw, some banana and the fruit of the edible pandanus. There is virtually no scope for a major increase in agricultural production although by Tokelau standards a large-scale coconut replanting and rehabilitation scheme has been started.
6. Tokelau joined with Tuvalu, Western Samoa and Niue in negotiation with the American Tunaboat Association for a joint access agreement to the four exclusive economic zones, and the licence fees paid from that Association will add to locally earned revenue. However, at present only about 15 per cent of the annual budget, which for the 1983/1984 financial year was approximately \$US 1.5 million, is covered by local revenue; the remaining 85 per cent is totally covered by New Zealand aid.
7. Each of the three atolls has a 12-bed general hospital with a qualified doctor in charge. The health service is headed by a Tokelauan doctor, resident in Apia. A dentist and a school dental nurse travel among all three atolls. In addition to hospital-based services, the health service is becoming more involved in promoting public health activities, such as the improvement of water supply and sanitation and the control of disease vectors.

8. Each atoll has a modern and well-equipped primary school catering for children between the ages of 5 and 15. School is free, and attendance is close to 100 per cent. Pre-school classes are also run in each village. Tokelau's teaching establishment stands at 34 qualified teachers and 16 teacher aides. Each atoll has a parents' committee which helps in the raising of funds and in the organization of school activities. In the past year decisions have been taken to redirect resources away from sending students overseas in favour of building up Tokelau's own school system. Only students who have proved themselves in schools in Western Samoa or Niue have been chosen for further study at New Zealand schools. The policy of sending 11-year-old children to New Zealand has been abandoned. By improving Tokelau's own schools it is hoped to make children better equipped for further study outside Tokelau, as well as to give them a better foundation for life in Tokelau. Teachers are being encouraged to upgrade their professional and academic skills through a programme of study by correspondence and through more frequent in-service training. In addition, in February 1984, three promising teachers began studies at the University of the South Pacific in Suva leading to bachelor of education degrees.

B. National development strategies

9. The objectives of Tokelau's development strategy are:

(a) To allow the people of Tokelau to assume a greater degree of self-government by drawing on the strengths of the existing traditional political and social systems;

(b) To improve the standard of living in Tokelau by the careful exploitation of the limited resources;

(c) To ensure equal distribution of resources within the communities in order to satisfy all basic needs;

(d) To encourage active participation by the people in the development process.

10. To ensure that a greater degree of self-government is achieved, it is of vital importance that transport and communications are developed to a stage where Tokelau is linked with the rest of the world in a regular and satisfactory manner. More specifically this would entail the completion of the telecommunications system being established with UNDP support, construction of one or more airstrips in Tokelau, establishment of an inter-atoll transport service (non-existent at present) and the improvement of existing reef channels. However, equally important is the well-being of the Tokelauans and, in order to increase the standard of living of the population, issues such as energy, food production and particularly water supply will receive very serious attention during the forthcoming country programme period. Cost estimates have been prepared only for some of the development programmes. Thus the projected cost for the construction of the airstrips is approximately \$US 320,000. The New Zealand Government is committed to finance both the construction of the airstrips and the improvement of the reef channels. The only major sources of external funding are the New Zealand Government and UNDP. Smaller technical assistance grants are received on an

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ad hoc basis from the South Pacific Commission, the South Pacific Bureau for Economic Co-operation, the South Pacific Regional Energy Programme, the World Health Organization and UNDP regional projects.

C. Technical co-operation priorities

11. As mentioned above, the New Zealand Government, which provides about 85 per cent of the annual budget, and UNDP are the only major sources of external funding for Tokelau. Furthermore, given the smallness in terms of both size and population, the remoteness of the atolls and the lack of facilities, conventional technical assistance is not always practical in the Tokelau context. Therefore, in identifying the needs and priorities the reality of the Tokelau situation has been an important factor. With its dwindling population, technical co-operation is vitally necessary to give Tokelau a chance to stabilize itself.

12. The priority programmes identified below are the results of intensive discussions between the UNDP, the Tokelau Public Service (based in Apia) and the Council of Elders of the three atolls.

II. THE COUNTRY PROGRAMME

A. Assessment of current country programme

13. As a result of the limited economic resources available and in view of the constraints which Tokelau is facing, past UNDP assistance tended to be more of a collection of ad hoc activities with no clear overall strategy emerging. However, during the formulation of the first country programme (1983-1986) the usefulness of a more focused approach to UNDP-funded activities was recognized. Consequently, it was decided to concentrate UNDP resources on the establishment of a modern telecommunications system for Tokelau. This area absorbed about 25 per cent of available IPF resources. The remaining funds continued to be used for specific needs which were brought up by the atoll councils in an ad hoc manner. In the view of the Tokelau Administration, this flexible approach has been extremely successful in meeting the needs of a Territory where long-term development planning does not exist and would not be feasible.

14. UNDP assistance has been instrumental in improving health standards through the provision of rain-water tanks, improved nutritional standards through the construction of a piggery and the introduction of proper animal husbandry techniques and increased fish catch through the provision of small fishing craft and fish aggregating devices. However, the most striking success of the UNDP programme will be the establishment of a modern communication link with the rest of the world. The system is scheduled to be partially operational by the end of 1985 and fully completed in 1986.

B. New programme proposal

15. In response to Tokelau's development objectives and in full consideration of Tokelau's size and isolation, the country programme will concentrate on five major areas.

Manpower development

16. The development of human resources will continue to be an integral element of UNDP assistance to Tokelau, not only to prepare Tokelauans to assume full responsibility for the administration of its public service but also to upgrade the skills and knowledge of those who wish to remain to face the challenges of life in Tokelau.

17. The project TOK/85/001 (Development Training and Technical Services), will therefore continue into the fourth cycle not only to provide training for senior public service personnel, but also to allow members of the Council of Elders to undertake study tours to countries with relatively similar situations as Tokelau. This will allow them to broaden their outlook and to study the type of administration these countries have. Expatriate skills will be obtained also under the project for specific development activities requiring professional technical knowledge. About 11 per cent of the total resources will fund these activities.

18. To ensure that those remaining in Tokelau are kept adequately aware of events and trends in the wider world and in the absence of a television station or a radio station, it is essential that the development of public libraries (TOK/79/005) for the three atolls be continued for the supply of appropriate reading material. It is expected that libraries will be fully stocked with the basic collections of reading material by the third year of the programme. This programme, which should greatly improve the social/educational standards in Tokelau and should lessen the cultural isolation of the Tokelauans, would require an input of approximately \$20,000.

19. It is also equally important to continue the Community Training Centre programme (TOK/84/001) to provide appropriate training, incorporating technical, economic and cultural skills necessary for the development of Tokelau. With the completion of construction of three centres (one on each atoll) at the end of 1986, an input of about \$100,000 would be required in the following years to provide equipment and a technical adviser to conduct training. The programme would also include further training of local people as managers of the centres.

Improvement of transport and communications

20. Tokelau needs to develop better communication links with the outside world. The absence of land-based aircraft and its remote location in relation to main shipping routes not only preclude the maintenance of a proper communication link, but also make the provision of a reasonable shipping service expensive. The new automatic international telecommunications system and inter-island communication system (developed under TOK/83/001 and expected to be completed in 1987), has reduced the isolation of the Territory and has given rise to improvements in the administration services.

21. To improve communications further, there is a need to develop frequent inter-atoll service as well as instituting an air-service link. This requires a

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suitable inter-atoll vessel with a sea-going capability that will allow it to make trips to Apia if required in case of an emergency. The construction of airstrips will be required for land-based 10-seater aircraft. These developments will be instrumental in assessing the time-frame for the transfer to Tokelau of the Apia-based Office for Tokelau Affairs.

22. Approximately 30 per cent of the programmed resources will be devoted to the development of this sector, initially to carry out a comprehensive feasibility study on various transport requirements and, depending on the results of the study, to assist in the implementation of recommendations, especially the establishment of an appropriate inter-atoll transport system as well as other necessary transport requirements.

Natural resources development

23. Development in this sector will essentially concentrate on improving Tokelau's water supply as well as the development of alternative sources of energy to meet the peoples' basic needs for drinking water and sanitation as well as a cheap but reliable power supply for domestic needs. Thus about 28 per cent of the programmed resources will be spent on development of this important sector.

24. Severe droughts in the recent past have seriously affected coconuts and the few species of edible trees that Tokelauans depend on for subsistence living. The texture of soil precludes holding water in places which can be harnessed as a source of supply. This leaves no other alternative but to increase water catchment areas by building more water tanks, increase the number of iron-roofed houses and to develop a desalination mechanism to turn sea-water into fresh water. Whilst water supply development in the Fakaofu atoll is benefiting from the regional project RAS/81/080 (Atoll Development), the two other atolls of Atafu and Nukunonu do not. It is essential therefore that these two atolls receive assistance under the programme for water resource development. Furthermore, the feasibility of the establishment of a sea-water distiller needs to be determined under the same assistance. Even though the catchment area can be increased, there still lurks the possibility of severe water shortage. Hence an emergency back-up system needs to be installed in case of a prolonged shortage. A technical adviser will be required to undertake the feasibility study and to identify suitable equipment which may be required. Approximately \$150,000 will be utilized for these activities.

25. Tokelau's current source of power supply is from diesel generators. The efficiency of this system has been reduced by an increase in the number of electrical household appliances which have caused overloading, leading to breakdowns for long periods. The lack of maintenance skills in the atolls increases the severity of the situation. There has been no study done in Tokelau on the possible use of solar energy as a domestic power source. However, solar energy has been used in Tokelau for some time now to provide power to a non-directional beacon for the defunct sea-plane service. The beacon was installed in the early 1980s and has been working quite efficiently. Solar energy is also the source of power for the new telecommunication system as well as the three hospital freezers. The country programme will include a study on

the technical feasibility of installing solar cells as a possible domestic power source. The study will include trial runs of solar panels and would require about \$145,000.

Meteorological services

26. Tokelau falls outside the hurricane belt but has nevertheless encountered severe changes in weather with resultant strong winds of cyclone force which devastated the Tongan group of islands. There is currently no means of monitoring weather changes in Tokelau. Weather reports for Tokelau are transmitted four times a day by the Apia Observatory. Despite the usefulness of this system, it does not provide Tokelau with adequate and timely warnings on any significant change in weather conditions nor does it allow the Territory to make appropriate preparations. This is an important point of consideration in case of a communication black-out which would totally cut Tokelau off from the rest of the world. Country programme resources will therefore be utilized to improve the ability of the Territory to obtain fore-warning in case of serious weather changes by establishing a weather-monitoring station in Tokelau, preferably on Nukunonu, the central atoll in the group. The establishment of this meteorological station will require approximately \$100,000.

Agricultural development

27. Increasing food production in general and vegetable and livestock production in particular, poses difficult problems in an arid atoll environment. Nevertheless, several attempts have been made in the past to develop home gardens and to introduce new livestock species such as goats to increase food supply and to provide for a more balanced diet. To date these attempts have met with limited success and renewed efforts will be needed to improve the nutritional balance of the population. Programmes suitable for UNDP funding will be formulated at a later stage.

Regional programme

28. Throughout the years the Tokelau Administration has actively participated in various regional programmes and organizations including UNDP's subregional programmes, which are closely co-ordinated with UNDP country projects and other multilateral and bilateral programmes in the Pacific. The most notable programmes in which Tokelau has and will continue to participate in are RAS/81/080 (Integrated Atoll Development Programme), RAS/83/004 (Fisheries Development), RAS/83/015 (Pacific Advisory Services for Development), RAS/75/004 (Rural Training) and RAS/81/025 (Telecommunications Development). All these projects have been invaluable in supporting national efforts undertaken in the respective fields. Tokelau intends to continue its association with the subregional programme supported by UNDP and will endeavour to maximize the benefits it can derive from the projects.

C. Unprogrammed reserve

29. An unprogrammed reserve of \$91,000 has been set aside to meet unforeseen needs and changing circumstances.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

A. <u>UNDP-administered sources</u>	\$	\$
Third cycle IPF balance	128 000	
Fourth cycle IPF	1 013 000	
Subtotal IPF		1 141 000
Special Measures Fund for Least Developed Countries	-	
Special programme resources	-	
Government cost-sharing	-	
Third-party cost-sharing	-	
Operational funds under the authority of the Administrator	-	
UNDP special trust funds	-	
Subtotal, UNDP non-IPF funds		-
 B. <u>Other sources</u>		
Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise	-	
Parallel financing from non-United Nations sources	-	
Subtotal, other sources		-
 TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u>1 141 000</u>

II. USE OF RESOURCES

Ongoing projects	290 000	
New project proposals	660 000	
Programmed reserve	100 000	
Subtotal, programmed resources		1 050 000
Unprogrammed reserve		<u>91 000</u>
 TOTAL USE OF RESOURCES		<u>1 141 000</u>

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