



# TOKELAU NATIONAL STRATEGIC PLAN

JULY 1, 2016 – JUNE 30, 2020



**Government of TOKELAU**   
*Office of the Council for the Ongoing Government*

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## Message from the Ulu-o-Tokelau



I am pleased to present the 2016–2020 *Tokelau* National Strategic Plan. This is the second TNSP that articulates *Tokelau's* national effort and commitment to achieve its vision of “healthy and active communities with opportunities for all” over the next four years.

Drawing on the various reviews conducted and views expressed during a series of stakeholder consultations, the Plan has been developed by our people for our people with a focus on enhancing our resilience through the five priority areas of Good Governance, Human Development, Infrastructure Development, Sustainability and Climate Change. I believe this will achieve our people’s aspirations for thriving communities that enjoys an enhanced quality of life and will foster self–reliance, self–determination and strengthen Tokelau’s position in the global development arena.

I acknowledge the people of Tokelau for their contribution and commitment to progressing development at all levels and encourage us all to make the most of the opportunities that lie before us. I also acknowledge the collective efforts by our Partners in supporting Tokelau to realize her aspirations and invite you to continue engagement through meaningful partnerships that will deliver the outcomes stated in this document.

I am confident, a collective approach to implementing this plan will ensure success in delivering real results that matter to our people.

*Aliko Faipule Afega Gaualofo*  
*October 13, 2016*

## Acronyms

AWP	Annual Work Plan
CC	Climate Change
EEZ	Economic Exclusive Zone
FY	Financial Year
GF	General <i>Fono</i>
GG	Good Governance
GI	Governance Institution
HD	Human Development
ID	Infrastructure Development
M & E	Monitoring and Evaluation
PMU	Planning and Monitoring Unit
SMT	Senior Management Team
SS	Sustainability
TALO	<i>Tokelau</i> -Apia Liaison Office
TBC	To be confirmed
TNSP	<i>Tokelau</i> National Strategic Plan
TPS	<i>Tokelau</i> Public Service
TTF	<i>Tokelau</i> Trust Fund

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# Structure of the Strategic Plan

## How to Read this document.

There are 3 main components of this Strategic Plan.

### 1. Main document which consists of:

- Vision, National Strategic Goals, Guiding Values
- The strategic planning context for *Tokelau*
- Lessons from previous plan
  - Alignment with the villages and or departments
  - Simple indicators with realistic targets for ease of monitoring and reporting
  - Integrating budget with planning
- An overview of the strategic approach
  - Short/medium/long term outcomes
- The means of tracking our progress

### 2. Results Framework

This tracks outcomes (results) across the 4-year time frame of this Plan. It identifies the Long term outcomes expected at the end of this plan (2020) as well as the intermediate and short term outcomes across the 5 National Strategic Goals.

### 3. Monitoring and Reporting Framework

This segment outlines the information and data (indicators) that will be collected to meet our reporting accountabilities. This includes explanations and rationales on what type of information will be collected, and who will be collecting the information.

Reading all 3 key documents will provide a fuller picture of Tokelau's strategy over the next 4 years. However, the main document provides a sufficient high level strategic overview and is available for general distribution. The other 2 companion documents will not be printed but are available on the *Tokelau* website (<http://www.tokelau.org.nz/Reports++Documents.html>).

## Executive Summary

The vision of *“Healthy and Active Communities with opportunities for all”* is retained from the 2010-2015 TNSP. The feedback from the consultations suggests that it is still, in general, relevant. Consultation discussions went into detail describing the areas included in the aforementioned vision statement, and it was then deemed sufficiently broad enough to cover *Tokelau’s* aspirations. Villages were also free to include further details in their respective plans. The original 4 Key Policy Outcome areas from the 2010-2015 TNSP have been retained as well. With the additional focus on Climate Change, there are now 5 National Strategic Goals which are highlighted in the following table.

TABLE A: National Strategic Goals and Outcomes

STRATEGIC AREA	LONG – TERM OUTCOMES (2020)	
GOAL 1: Good Governance	1	GG1 Strengthened governance institution
	2	GG2 Strengthened public service management systems & processes
GOAL 2: Human Development	3	HD1 More efficient and effective service delivery (Including core business)
	4	HD2 Improved Health & Education Outcomes and Social wellbeing of our communities
	5	HD3 <i>Tokelau</i> is a vibrant society that is grounded in her traditions; socially cohesive with a strong national identity while maintaining the integrity of the individuality of each <i>Nuku</i>
GOAL 3: Infrastructure Development	6	ID1 Safe, reliable and cost effective total transport solution managed and operated by Tokelau.
	7	ID2 Reliable and effective telecommunications
	8	ID3 Infrastructure assets are managed to maximise its useful life, including balancing replacement/maintenance with repairs costs
	9	ID4 Sufficient capacity to meet appropriate demand
	10	ID5 New fit for purpose TALO office is operational
	11	ID6 Village infrastructures that provide climate change protection and address safety standards and meets Relocation requirements.
GOAL 4: Sustainability	12	SS1 Economic sustainability for <i>Tokelau</i> into the future
GOAL 5: Climate Change	13	CC1 A well maintained and managed Environment for Tokelau
	14	CC2 Resilience to the impacts of climate change and related hazards

As summarized in Table A, this 4-year Strategic Plan contains 5 National Strategic Goals linked to 14 long-term outcomes. Short-term and medium-term outcomes have also been strategically specified which cumulatively will help achieve the prescribed long-term outcomes after 4 years. These are detailed in Table 3.1 on page 10 and in the **Results Framework**. Each Department and village is also required to produce an AWP for each year.

To improve the monitoring and reporting components of the planning cycle the indicators have been more clearly stated in the rationales section of the **Monitoring and Reporting Framework**. The targets have also been set at more realistic levels as agreed by the villages and departments.

This plan also recognizes the need to closer integrate the planning and budgeting processes. This will be reflected in the reporting framework which in the future will include expenditure by strategic outcomes.

This plan fits within the broader *Tokelau* Strategic approach through to 2030. The 2016-2020 TNSP has an infrastructural development focus. This will see the establishment of significant infrastructure enablers to support service delivery. This includes total transport solutions, telecommunications capacity and major asset management. The 2021-2025 TNSP will have a consolidation focus enabling national and village services to consolidate the gains from improved infrastructure to effective and efficient delivery. The 2026-2030 TNSP will then see *Tokelau* expanding its capability to deliver more with greater efficiency and create new opportunities for growth. *Good Governance, Human Development, Culture and Climate Change* themes will continue to be woven throughout these strategic planning periods.



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## 1.0 Introduction

A significant issue with the 2010-2015 TNSP was a lack of alignment between national and village objectives. There was a perception of national departments working in isolation from the villages. There emerged a ‘them Vs us’ mentality, working in silo’s and a lack of cohesion and collaboration.

For the 2016-2020 TNSP, *Tokelau* as a single nation, has committed to a vision for the future. *Tokelau* as a nation has committed to 5 National Strategic Goals. Every *Tokelauan* can expect to be healthy and active with access to opportunities for a decent quality of life. In this regard, each *Nuku* and department have detailed what they would do to ensure the progress of the National Strategic Goals.

Another lesson TNSP was that targets were given the

***Tokelau as a single nation has committed to a vision for the future. Tokelau as a single nation has committed to 5 National strategic goals.***

from the 2010-2015 the indicators and overly ambitious capacity and

capability gaps. This plan has attempted to use ‘SMARTer’ indicators and targets. Furthermore, the 2010-2015 TNSP was developed with little interface with the budgeting process.

For this strategic plan however, the indicators and targets have been formulated to provide a clear trend of measurements captured against baseline values. The indicators have been simplified and focused down to 45 that would clearly reflect progress of *Tokelau* as a nation against the stated strategic goals. However, this does not replace the more detailed internal monitoring that the villages and departments will still carry out to inform management decisions and track performance.

This plan has also been developed in close collaboration with the Department of Finance to ensure plans are clearly linked to budgets or confirm adequate resourcing of village and department plans.

Another parallel piece of work which is currently under development is the HR development plan. This will help ensure that the villages and departments are adequately staffed and more importantly, have the right positions filled by the right people with the right skills.

## 1.1 Vision Statement

*Tokelau* is committed to raising the quality of life for her people in all sectors through the various initiatives that have been put in place over the years. Positive changes have been seen across the various sectors; however there remain significant areas for improvement to progress quality of life in *Tokelau*. Following a series of reviews and stakeholder consultations the *Vision* from the 2010–2015 TNSP has been retained as it encapsulates the aspirations of *Tokelau* for her people – both for the present and the future. The Vision for 2016–2020 TNSP is:

***Healthy & Active Communities  
with Opportunities for all***

## 1.2 Five National Strategic Goals

To achieve this vision, *Tokelau* will focus on five strategic goals: *Good Governance*, *Human Development*, *Infrastructure Development*, *Sustainability* and *Climate Change* with an emphasis on delivering agreed activities that will not only contribute to improving the overall quality of life on *Tokelau* but will foster self-reliance, self-determination and enhance *Tokelau's* position in the global development arena.



- The **Good Governance** principles as shaped by current good practice and traditional Tokelau practice continue to be woven throughout Tokelau's machinery of government aligning public service delivery with Quality of Life outcomes.
- An **Infrastructure** that supports and enables the expected Quality of Life for Tokelau.
- **Human Development**: *Tokelau's* human capital is capable of delivering effective Public Services and shaping a society that strives for a high quality of life, social cohesion based on her religious beliefs as well as reinforcing Cultural Identity.
- **Sustainability**: Sustainable economic development.
- To protect Tokelau's pristine **Environment** and ensure resilience to the impacts of **Climate Change** and related hazards.

## 2.0 Values

The 2016–2020 TNSP is guided by the premise that *Tokelau is founded on God; is a living community and places importance in its culture*. This will be supported by the *Tokelauan values and principles* as follows:



## 3.0 National Strategic Goals & Outcomes

TABLE 3.1: 2016–2020 TNSP Strategic Goals and Outcomes

STRATEGIC GOALS	2016 – 2017 OUTCOMES		2018 - 2019 OUTCOMES		2020 OUTCOMES	
<b>GOAL 1:</b> <b>Good Governance</b>	1	GI are clear on roles & responsibilities.	1	GI make clear & sound decisions.	1	<b>GG1</b> Strengthened governance institution
	2	Clarity of relationship between GI, <i>Taupulega</i> , Council & GF.	2	GI are more effective & efficient.		
	3	Sound fiscal responsibility				
	4	Greater clarity of whole of government operations & their contribution / role in delivering high quality services.	3	Borderless & seamless TPS where services are complementary, collaborative & integrated; supported by a united & cohesive SMT.	2	<b>GG2</b> Strengthened public service management systems & processes
	5	Key relationships are maintained through effective MOUs.	4	A TPS that is well connected to key stakeholders.		
	6	<i>Tokelau</i> continues to build capacity to collect, store and retrieve information.	5	Accurate & timely management information is available to support good decision making and policy development.		
<b>GOAL 2:</b> <b>Human Development</b>	7	Improved planning, budgeting, monitoring and reporting processes across all sectors.	6	Good Governance threaded throughout the TPS	3	<b>HD1</b> More efficient and effective service delivery (Including core business)
			7	Greater alignment of Village & National indicators		
	8	Emerging Culture of continuous improvement emerged.	8	A TPS that continuously improve its performance through service delivery.		
	9	HR Management Plan Development & implemented	9	Improved HR capacity & capability that is able to meet productivity requirements of <i>Tokelau</i> going forward.		
10	Enhanced monitoring & evaluation systems & processes	10	Improved achievement of village and department targets.			

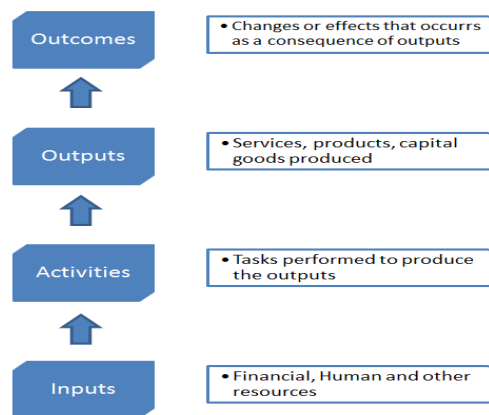
	11	Outcomes as per Education Plan achieved.	11	Outcomes as per Education Plan achieved.	4	<b>HD2</b> Improved Health & Education Outcomes and Social wellbeing of our communities
	12	Outcomes as per Health Plan achieved.	12	Health reforms as per GF decisions implemented.		
	13	A national structure that reflects a single nation and the ability/mandate to speak as a single voice representing <i>Tokelau</i> .	13	<i>Tokelau</i> national identity strengthened.	5	<b>HD3</b> <i>Tokelau</i> is a vibrant society that is grounded in her traditions; socially cohesive with a strong national identity while maintaining the integrity of the individuality of each <i>Nuku</i>
	14	<i>Tokelau</i> culture and traditions strengthened through National and village strategies.	14	Villages that are culturally vibrant, resilient, cohesive and well-functioning.		
	15	A strong and well-functioning community sector.	15	Community sector strengthened to complement the development aspirations of <i>Tokelau</i> .		
<b>GOAL 3:</b> <b>Infrastructure Development</b>	16	Safety rating of MV Mataliki maintained.	16	A safe, reliable & viable shipping service (cargo & passengers) that offers value for money.	6	<b>ID1</b> Safe, reliable and cost effective total transport solution managed and operated by <i>Tokelau</i> .
	17	<i>Tokelau</i> Transport department are developing capacity and capability to take over management & operations of MV Mataliki.	17	A shipping service that is managed by the government of <i>Tokelau</i> .		
	18	Improved ship to shore facilities.	18	Safer & easier transfer of passengers & cargo from ship to shore.		
	19	Interim Air Service	19	A Safe, reliable & viable air service requiring minimal government subsidy.		
	20	Price review and re-baselining of shipping services.	20	A safe, reliable & viable air service for <i>Tokelau</i> .		
	21	Improved telecoms connectivity, accessibility, speed & reliability.	21	Reliable & sustainable telecoms infrastructure.	7	<b>ID2</b> Reliable and effective telecommunications
	22	Infrastructure plan developed				
	23	Mobile Network in place				

	24	Asset management is accounted for in the <i>Tokelau</i> on-going budget.	23	Improved asset management of all <i>Tokelau</i> assets.	8	<b>ID3</b> infrastructure assets are managed to maximize useful life, including balancing replacement/maintenance with repairs costs
	25	Asset Management plan implemented				
	26	Increased renewable energy capacity.	24	Appropriate balance of supply & demand for energy established.	9	<b>ID4</b> Sufficient energy capacity to meet appropriate demand
	27	Energy department to assess extra infrastructure or increase capacity of existing infrastructure.				
	28	New TALO office site and floor plans approved and full budget secured.	25	Building project initiated & on track as per project plan.	10	<b>ID5</b> New fit for purpose TALO office is operational
	29	As per approved <i>Village</i> plans.	26	As per approved <i>Village</i> plans.	11	<b>ID6</b> Village infrastructures that provide climate change protection, address safety standards and meets relocation requirements.
<b>GOAL 4: Sustainability</b>	30	More effective use of <i>Tokelau</i> current revenue streams & assets (e.g. EEZ & TTF)	27	Greater self-reliance for <i>Tokelau</i> through generation of more revenue from her own resources.	12	<b>SS1</b> Economic sustainability for <i>Tokelau</i> into the future
<b>GOAL 5: Climate Change</b>	31	Improved capacity & capability to implement its Disaster Management Strategy.	28	Improved responsiveness to environmental risks (including boarder control).	13	<b>CC1</b> A well maintained & managed environment for <i>Tokelau</i>
			29	Improved ability to respond to disaster risks and post disaster recovery.		
	32	Tokelau implements her Climate Change Strategy	30	<i>Tokelau</i> contributes to regional & global discussions on the impacts of Climate Change.	14	<b>CC2</b> Enhanced resilience to the impacts of climate change & related hazards.
33	Tokelau's Climate Change aspirations are articulated across regional and international partners					

## 4.0 Strategy

Figure 4.1 outlines how *Tokelau* can track the progress of the strategy over the 4 years of the plan. The outcomes will clearly indicate progress towards the National Vision. The flow is described in sequence below:

**FIGURE 4.1: Core Elements of Strategic Planning**



This 4-year strategy outlines the high level, big picture strategy for *Tokelau* over the next 4 years 2016-2020. It contains a national vision and 5 National Strategic Goals. It also details the values that will guide the work of *Tokelau's* Public Service both at a national and the village level. All these components have been signed off by the General *Fono* and therefore, *Tokelau* as an entire nation.

Using the terms in Figure 4.1, the strategy is to have each department and village identify activities and outputs that contribute to the National Outcomes. There are long terms (2020), medium term (2018/19) and short term (2016/17) National Outcomes. Each department and village will have AWP's consisting of activities, projects and programs that achieve the outcomes for each year and cumulatively contributing to the long term outcomes. This strategy will see progressive steps with developments of the early years being built upon to ultimately achieve the long term outcomes and national goals of the plan and ultimately advancing *Tokelau's* strategic vision. The other strategic element of this plan is detailed in the alignment section with the work of villages and departments all contributing to the National Strategic Goals and Outcomes. The inputs were initially signed off by General *Fono* and currently, there is an opportunity at the Mid-term Financial Review to revisit allocations.



At this stage, villages and departments have either only started to look across the 4-year horizon or are in the process of developing their multi-year planning and budgeting capability. There will be training made available to strengthen this.

## 5.0 Alignment

The new budgeting framework identifies two funding streams – recurrent and capital.

Recurrent funding stream relates to costs of core service delivery while the capital funding stream is associated with physical infrastructure projects. Given the pressure on *Tokelau's* budget and in an attempt to improve efficiencies in managing its national projects, national infrastructure projects will now be under the oversight of *Tokelau's* Council for Ongoing Government. Villages will continue to be funded and responsible for local physical infrastructure projects.

To combat the silo approach, there is a deliberate clustering of the various initiatives, proposed activities and projects in line with the 5 National Strategic Goals and the 14 National Outcomes. So all departments and villages will be collecting the same information and reporting against progress towards the same outcomes.

As stated above, there will also be alignment of short term, medium and long term outcomes so progress will be sequential but in line with this Strategic Plan.

As per the strategic approach, these are year 1 activities while year 2, 3 & 4 activities are still under development. We plan to continue to build village and department capability to plan and budget over multiyear horizons.

While *Tokelau* remains adamant that its development and accompanying frameworks are to be driven by the needs and priorities of her people, it is supportive of the global sustainable development agenda and regional initiatives that aspire to transform our world through the establishment of global and regional goals. As such, *Tokelau* has undertaken an internal exercise of mapping the Sustainable Development Goals, SAMOA Pathway Outcomes and other relevant regional frameworks to its 2016-2020 TNSP with relevant indicators/targets being localized to best suit the *Tokelau* context.

## 6.0 TNSP Progress Assessment

While the implementation of the 2016–2020 TNSP will be a collective responsibility of the entire TPS, the lead agency responsible for monitoring and reporting the progress of its implementation will be PMU. Monitoring and reporting of the 2016–2020 TNSP will primarily be guided by the following documents:

1. Monitoring and Reporting Framework
2. *Tokelau* National Monitoring and Evaluation Policy 2015

### 6.1 Monitoring and Reporting Framework (Separate document)

The *Monitoring and Reporting Framework* has been developed as a working document based on the 5 priority areas. As national indicators and targets, they will enable *Tokelau* to track its progress as a single nation against the stated national goals and outcomes. Sectors will still have their individual key performance indicators, which will help track their individual performance and assist with internal management decisions.

The monitoring and reporting framework will:

- Identify the focus of the work and resources of *Tokelau* for the 2016–2020 period in order to progress quality of life for its people and ultimately achieve its national vision;
- Identify targets and indicators that will set expectations for sectors on the measures to be used for measuring progress (at national level);
- Identify the lead agency responsible for reporting on progress of each indicator. This information will be used for the compilation of regular national progress reports;

For internal purposes and to assist sectors with their monitoring and reporting functions, the PMU have developed a “*Rationale Document*” to be used simultaneously with the monitoring and reporting framework. This document will provide a short description of what the national indicator is and what it attempts to address.

## 6.2 Tokelau National Monitoring and Evaluation Policy 2015

The M & E Policy 2015 is to “*guide national practices and processes to ensure the provision of relevant information and data in a timely fashion that will enable sound decision making.*” The M & E Policy provides the minimum requirements for monitoring by all sectors. These will include Strategic Plans, AWP, Sector Progress Report, Sector Financial Reports and SMT meetings to assist in tracking progress.

## 6.3 Review of 2016 – 2020 TNSP

To ensure ongoing relevance of the TNSP to the constantly changing *Tokelau* environment, this plan will be reviewed on an annual basis with a final evaluation to be undertaken at the end of the plan period. Information from this evaluation shall form basis of the subsequent TNSP within the overall 2030 *Tokelau* Development Agenda.

## 7.0 Conclusion

The figure below illustrates the various stages of the planning cycle that Tokelau expects to be firmly adopted throughout the planning processes within the TPS.

**FIGURE 7.1 The Planning Cycle**



This is Tokelau’s second attempt at a multi-year Strategic Plan. While some progress was made, there were certainly some lessons learnt from the first attempt. Having gone through the full cycle once,

*Tokelau* recognizes the importance of the interface between budgets and plans and have incorporated these 2 processes. *Tokelau* have also learnt the importance of ensuring alignment of activities, projects and programs with strategic goals. This will lead to tighter and clearer indicators and targets and therefore, a more robust reporting framework. It also enables greater ability to adjust projects and activities to achieve planned outcomes.

This plan takes into account the complex nature of the *Tokelau* with multiple layers of governance and three distinct islands that form the *Tokelau* group. The five National Strategic Goals provides a tighter focus for all the villages and the departments. Keeping the 14 National Outcomes in focus will ensure they are consistently and progressively achieved and the practice of working in silos disappears.

While the overall focus of this plan is on the development of physical infrastructure to ensure that we have a stable base from which to deliver effective and efficient services for addressing **Quality of Life** outcomes for the people of Tokelau, it will not detract from the growing global issue of Climate Change and the need for ongoing vigilance in ensuring Good Governance practices and ongoing delivery of core services.

This plan also seeks to address the key challenges of isolation, an increasingly challenging fiscal environment and capacity and capability challenges. Given these challenges, *Tokelau* is boldly standing up and taking her place in the region but she cannot achieve her aspirations on her own. As a territory of New Zealand, *Tokelau* needs to work with New Zealand to progress this plan. There are also development partners who share *Tokelau's* strategic goals. *Tokelau* shares this plan and invites you to engage in a meaningful strategic partnership to ensure delivery on the key outcomes of this plan.

As a strategic document, *Tokelau* must remain committed to the strategies and activities stated so that the long term outcomes, the National Strategic Goals and ultimately the National vision remain on track. There will be annual opportunities to review the strategy and fine-tune by adjusting the Annual Work Plans but the end goal must remain the same and *Tokelau* will create **healthy and active communities with opportunities for all**.