



PROJECT DOCUMENT

Government of Tonga

United Nations Development Programme

Tonga Capacity Building Project for MDG-based Planning and Aid Management

Brief Description

The MDG capacity building project seeks to assist the government of Tonga to achieve the Millennium Development Goals by strengthening institutional capacity to:

- Collect disaggregated MDG data accurately and consistently for evidence based policy formulation, planning, and budgeting.;
- Provide a MDG monitoring & accountability framework by integrating relevant and localized MDG indicators into the National Strategic Planning Framework with emphasis on mainstreaming of environment and energy issues into sector and national development plans to mitigate the effects of climate change; and
- Support the national policy dialogue & negotiations with development partners for interventions to fast track MDG achievement.

The project will place emphasis on aligning Tonga's aid flows to fund environment interventions in the area of climate change and related fields (MDG7).

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Country: Republic of Tonga

Project Document

Project Title Capacity Building Project for MDG Planning and Aid Management in Tonga

UNDAF Outcome(s): Equitable Economic Growth and Poverty Reduction, & Sustainable Environment Management

Expected CP Outcome(s): Poverty Reduction and Millennium Development Goals, & Environment and Sustainable Management
(Those linked to the project and extracted from the CPAP)

Expected Output(s): Strengthened capacity amongst policy makers and CSOs to analyse trends and implications of key poverty, environment sustainability and sustainable energy and gender issues and to incorporate them in MDG based national policies, plans, budgets and reports.
(Those that will result from the project and extracted from the CPAP)

Implementing Partner: Ministry of Finance and Planning

Responsible Parties: Policy and Planning Division, Department of Statistics, Aid Management Division, Ministry of Environment and National MDG Taskforce.

Programme Period:	2008-2012	2009 AWP budget:	USD27,000
Key Result Area (Strategic Plan):	Poverty Reduction & Achievement of MDGs and Environment Sustainable Management.	Total resources required	USD235,000
Atlas Award ID:		Total allocated resources:	USD225,000
Start date:	1 September 2009	• Regular – TRAC II	USD225,000
End Date:	31 August 2012	• Other:	
		○ Donor	_____
		○ Donor	_____
		○ Donor	_____
		○ Government	_____
		Unfunded budget:	USD10,000
		Gov. in-kind Contributions	USD 40,000

Agreed by (Government & Implementing Partner):

[Signature]

27/08/2009

Date:

Agreed by UNDP:

[Signature]

27/8/2009

Date:

1. Situational Analysis

Reaffirming their commitment to the MDGs at the World Summit ,and again at the 2006 UN General Assembly meeting, developed countries pledged to scale up aid, debt relief, and fairer trade. Developing countries pledged to govern better and invest in their people through health care and education.

The comprehensive review of MDG achievement in the Pacific undertaken in 2004 indicated that in spite of progress made in some countries and regions, overall progress towards the achievement of the MDGs, has not been satisfactory.

The first Tonga National MDG Report published in 2005 provides a common assessment of progress and understanding of MDG status. The report highlighted MDG 7 - Environmental Sustainability as a major challenge for Tonga due to high dependency on limited natural resources from competing demands on the environment, vulnerability to climate change, increasing waste management problems and limited capacities to deal with increasing global impacts on the environment. The 2005 National MDG Report together with the Tonga Strategic Development Plan (SDP:2006-2008), the 2001 Household Income Expenditure Survey (HIES), the poverty analysis of the HIES (conducted in 2003), the National Poverty Reduction Strategy, various ADB country profile reports as well as other fact based development reports and statistical documents provide a sound basis for this analysis. However, further work needs to be done on developing the capacity of Government statisticians to collect relevant, accurate and timely data sets from primary sources to effectively monitor the progress of the MDGs. Many countries have found it useful to begin to disaggregate data at various levels such as state and/or provincial levels, ethnicity, gender, age, and income level to focus efforts where interventions are most needed. It is important therefore that the report is regularly updated and progress monitored if it is to be used as an effective tool for policy, planning and resource management by national policy makers, stakeholders and development partners.

Policy-makers in Tonga are confronted with challenges including inequalities in resource access and distribution, unemployment and related hardships. Key contributing factors to such challenges include the lack of complete integration of MDGs including environment and energy into national and sectoral planning and budgetary processes at both national and local levels; and partial alignment of aid inflows to Tonga development priorities in a non-harmonised approach. In addition, integrating the objectives of achieving national goals of sustainable development and implementing the large number of Multi-lateral Environment Agreements (MEA) that Tonga has adopted (burden on its financial and human resources) remains a hurdle.

Tonga has made great efforts in its Strategic Development Plan 8 to include integration of environment and energy. Government had recently established a Ministry of Environment to coordinate Government's environmental management and decision making and to develop policies in response to environmental priorities. The need for closer coordination between the line ministries responsible for Environment and Finance were confirmed in recent discussions, particularly in the timeliness of convening a national donor roundtable to agree on securing funding support particularly in the current environment of intense climate change debate and opportunities to access multi-lateral and bi-lateral sources of climate change funding.

Some efforts have been made by various UN agencies and regional development partners on integrating the MDG indicators into the Strategic Development Plan, however, there are still significant data gaps and more assistance is required in the area of developing practical and sustainable process for the regular collection and analysis of socio-economic data relevant to the MDGs. Improving the availability and quality of data should encourage decision-makers to use the National MDG Report as a basis for the formulation of policies so that government decisions, plans, strategies and programmes are based on a clear analysis of the poverty and hardship situation. This indicates the need for an effective data collection system to be in place with capacity to provide regular, reliable and disaggregated data so as to provide insight into trends, and that a mechanism exists for periodic feedback into the national development processes.

Along with data collection further training is required to address capacity gaps in analyzing relevant data to effectively inform decision makers and allow development interventions to target appropriate groups. In countries where disaggregated data are available (rural/urban divide, sex, ethnicity, age, etc) significant differences with respect to the MDG indicators typically emerge and progress towards addressing the gaps where disparities have been highlighted are being made. For this to occur in the context of Tonga , accurate, relevant and timely baseline data needs to be readily available for appropriate targets to be set and appropriate indicators to be defined in the NSPF and other relevant national action plans, focusing on the MDGs as core indicators. Further, government must be willing to review and adjust programmes, policies and resources so as to reach those most in need. In addition, Tonga is encouraged to address gaps in their governance systems – in participation, budgeting, transparency, accountability, monitoring, responsiveness, access to information, etc – so as to meet the MDGs.

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Furthermore, costing of MDG policy initiatives and budgeting for outcome achievement are crucial aspects of implementing a MDG integrated NSPF. This requires that there is adequate capacity within government, NGO, and CSO institutions to dialogue, plan, cost and resource the development process around interim and longer term goals and targets, including the MDG goals and targets. It also assumes that there is sufficient capacity to prioritize and formulate a budget on competing and prioritizing needs versus available domestic resources and projected aid flows. A focus on pro-poor and gender sensitive budgeting is essential to ensure that those at the lower end of the social and economic strata are suitably targeted. Linking prioritised MDG based sector strategies and the NSPF with the Medium Term Expenditure/Fiscal Framework in terms of timeframe, implementing agency/department, resource allocation, funding source, performance indicators, activities, outputs and ultimately outcomes will provide a solid foundation for ensuring appropriate sector resource allocation and appropriate stakeholder participation at all levels of decision-making processes for achieving National Development Priorities including the MDGs.

2. Scope and Implementation Strategy

Tonga is in the process of commencing work on its next National Strategic Planning Framework (NSPF) which is scheduled to begin in 2010. The timing of the project presents an excellent opportunity to integrate the newly available MDG based data, with localized MDG based indicators and targets in the next NSPF.

The project will focus on two key objectives:

- a) Integration of MDGs into national plans with emphasis on environmental sustainability and sustainable energy; and
- b) Integration of MDGs into Aid Management & Coordination.

These will be implemented in four phases.

Phase I – MDG baseline assessment and data preparedness

This phase will focus on two key activities:

- 1) Conduct a data needs assessment to identify what are the data gaps and where are the areas in the current data collection processes such as national surveys and administrative records that need to be strengthened to effectively monitor the progress of the MDGs. This exercise will provide an indication of the capacity constraints in terms of data preparedness and the ability to monitor and report on the progress of the MDGs. A national consultative workshop will be conducted to further localize the MDG indicators to better reflect the development challenges of Tonga and to promote local ownership of the MDGs, The results of the Data stock take and needs assessment will be discussed and avenues for integrating the localized MDG indicators into sector and national development plans will be explored.
- 2) Climate Change Round Table – the key output of this activity will be the convening of a Round table responding to climate change priorities identified at national and community levels between Government, donors and development agencies and identified stakeholder partners that will follow preparations such as:
 - a. Consolidation of baseline information on environment donor programmes and status of pre-investment activities that identify critical gaps in Tonga's capacity to address environment priorities;
 - b. Establish a forum for dialogue to address coordinating mechanisms, Tonga's response to the climate change debate, and agree on a road map for sequential changes and improvement to processes to progress key decisions agreed to at the round table.

Phase II - Capacity building for data collection and analysis

Before strategies and policies can be adopted to achieve the MDGs relevant disaggregated data collection systems need to be fully established and sustainable. This phase of the project will focus on identifying training needs and train Government statisticians and planners to:

- regularly collect, analyse, monitor and report on disaggregated data that will reveal trends towards progress (or lack thereof) on national development goals, the MDGs and the Pacific Plan, and
- make better use of available data including reports produced in Phase 1 as a basis for evidence-based policy making.

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Once training needs have been identified the project will work with UN agencies as well as other development partners such as ADB and PFTAC to develop a long term sustainable strategy to produce accurate, relevant and consistent data.

The Central Statistics database within the National Statistics Office will be strengthened by uploading consolidate data from various sources for the main purpose of evidence based pro-poor formulation & negotiations with development partners for assistance in MDG achievement. The annual statistical abstract will be updated and used as a monitoring tool for the NSPF and MDGs.

Relevant Civil Society Organizations will be trained to raise awareness and advocate for the MDGs at the political level as well as monitor the MDGs at the community level to get a qualitative perspective on the level of MDG achievement from the most poor and vulnerable groups within society.

Phase III – Integration in Planning and Budgeting Framework

During this stage the process of MDG planning and costing will be integrated into national systems and brought closer to the national planning and policy making realities. This will entail the integration of localized MDG targets and indicators into government corporate plans, sector development plans, the NSPF, the Medium Term Expenditure Framework and the annual budget allocation process to promote local ownership and sustained commitment to the MDGs. This phase will also include incorporating appropriate MDGs as benchmark targets and key performance indicators into existing monitoring mechanisms of the NSPF i.e. quarterly progress reports and annual statistical abstract to strengthen the monitoring and accountability framework of the NSPF and MDGs. Special emphasis will be put on mainstreaming environment and energy issues (MDG 7 targets and indicators) into sector and national development plans as a cross cutting theme to mitigate the effects of climate change.

Phase IV – Strengthen National Aid Coordination Framework in line with Paris Principles for aid Effectiveness

This phase will involves strengthening the National Aid Coordination Framework by establishing an Aid Information and Management tracking mechanism to record and report the inflow and effectiveness of ODA for the achievement of the NSPF. The National Aid Coordination Framework and related Aid Information Management System will be in line with the Accra agenda for Action, Paris Declaration and the Pacific Principles on Effective Aid Management. Special emphasis will be placed on monitoring the allocation of ODA towards the execution of Multi-lateral Environmental Agreements.

3. Cross cutting Issues

Human Rights based Approach

By applying a human rights-based approach to development, the UN system and its development partners will enhance the effectiveness of the MDGs by focusing on equality and non-discrimination, accountability, justice, and transparency through advocacy, policy and programming initiatives in all phases of their development planning and implementation processes. The Joint Programme will also seek to address the needs of the most marginalized and vulnerable, in particular to identify and address the systemic causes of poverty.

Capacity Development

Aside from better financial and more coordinated contributions, the success of achieving the MDGs will ultimately hinge on how people, organizations and Tongan society are able to transform their lives for the better. In an earnest desire to help countries achieve the MDGs by 2015, Capacity development essentially provides the 'how'. By working together with national governments to identify what capacity exists in terms of skills, knowledge, institutions and relationships; and being driven by the priorities of the country in question, this strategy looks as how to retain what is there, what can be improved upon, where the gaps are and how to fill them, so that the countries' human development strategies and the MDGs can move from aspiration to implementation.

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Gender

The MDGs offer an opportunity to attend to the unfinished business of development—yet another opportunity, and perhaps the last as an international community — to fulfil the promises made through the decades by world leaders to reduce poverty, end hunger, improve health, and eliminate illiteracy.

The third goal among the eight MDGs seeks to achieve gender equality and the empowerment of women. In achieving gender equality—in education, health, labour markets, political life, social opportunities and security, this is fundamental to achieving all the MDGs, including reducing poverty, ensuring environmental sustainability, and developing global partnerships for development. Investing in the education, health, safety, and economic well-being of adolescents, especially girls, and women is a priority. Priority actions include opportunities for secondary education (which is itself a strategy to stimulate higher enrolment and continuation at primary levels); support for a successful transition to work; access to sexual and reproductive health information, education, and services; and protection from violence. Reducing women's and girls' time-poverty through well-designed, gender-sensitive infrastructure investments and public policies that support women's care responsibilities is critical.

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<p>Output 1: MDG Baseline Assessment Undertaken</p> <p><i>Baseline:</i> National MDG Report not finalized</p> <p><i>Indicators:</i> # of draft Poverty Analysis Report produced # of draft 2nd National MDG Reports produced Data readiness assessment undertaken Synthesis report on Env & Energy Climate Change round table Road Map for Change & ResMob Plan Quantified support by donors</p> <p><i>Targets:</i> Poverty Analysis Reported Published 2nd National MDG Report Published MDG Data gaps identified Agreement on prioritized actions (from NCSA Action Plan & Resource Mobilisation Plan); Formalized partnership arrangements;</p> <p><i>Related CP outcome:</i> Tonga prepares and implements sectoral and national plans and sustainable development strategies aligned with MDG goals, targets and indicators linked to national budgets</p>	<p>1. Activity Result: Data readiness analysis</p> <ul style="list-style-type: none"> - recruit MDG Project Manager, - establish the National MDG Core Working Group which will comprise of representatives from Government Agencies, CSOs and the Private Sector, - take stock of existing analytical work including the HIES, Census, DHS, previous MDG report and administrative records to establish current status of MDG achievement as well as identify gaps in current data collection systems to effectively monitor progress on the MDGs, - draft 2nd national MDG report using findings from data stock taking exercise as a guide, - Undertake MDG awareness raising activities at the community level and advocate for the adoption of pro-poor policies and strategies to achieve the MDGs at the political level, 	<p style="text-align: center;">X</p> <p style="text-align: center;">X</p> <p style="text-align: center;">X</p> <p style="text-align: center;">X</p> <p style="text-align: center;">X</p>				<p>Ministry of Finance, Policy and Planning Division & Department of Statistics.</p>	<p>UNDP</p>	<p>Int. Consultant - 71200 Workshop Costs -72700 IT Equipment – 72800 Printing & Publication – 74210</p>	<p>30,000 10,000 10,000 10,000</p> <p style="text-align: right;">Sub-total 60,000</p>
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<p>Output 2: MDG Data collection and analysis system developed and national capacity for monitoring and reporting of MDGs strengthened</p>	<p>1. Activity Result: Assess and address Capacity Gaps for the monitoring and reporting on MDGs</p> <ul style="list-style-type: none"> - Assess current state of policy, planning and resource allocation in the priority sectors and determine government priorities towards the achievement of the MDGs (where are the weaknesses and what are the priorities), - Identify the critical constraints to be addressed i.e. financial, institutional, technical, infrastructure, etc to effectively monitor the MDGs, - Localize MDG targets and indicators to better fit the development challenges of Tonga, - Train Government statisticians to regularly collect, analyse, monitor and report on disaggregated data that will reveal trends towards progress on national development goals and the MDGs, - Conduct MDG community based survey focusing on collecting data not captured in administrative records and not collected on a regular basis, - Train government planners to make better use of available data as a basis for evidence-based policy making, - Update NSO database on socio-economic data from all sources to be able to better analyse trends and effectively monitor progress towards MDG achievement, - Production on an annual statistical abstract using existing and newly collected data to report on the achievement of the NSPF and MDGs. - Review National NSPF, and government corporate plans to ensure that localized MDG targets & indicators are incorporated as key performance indicators. 	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>Ministry of Finance, Policy and Planning Division & Department of Statistics</p>	<p>UNDP</p>	<p>Int. Consultant - 71200 Workshop Costs -72700 IT Equipment – 72800</p>	<p>30,000 10,000 10,000</p>
<p>Baseline: National & sectoral plans not aligned with national MDG priorities;</p> <p>Indicators: # of planners trained in MDG planning, budgeting, data collection and analyses</p> <p>Targets: National and sectoral planners trained in MDG planning & budgeting</p> <p>Related CP outcome: Tonga prepares and implements sectoral and national plans and sustainable development strategies aligned with MDG goals, targets and indicators linked to national budgets</p>		<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>			<p>Sub-total</p>	<p>50,000</p>

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<p>2. Activity Results : Communications and Advocacy - Media Training for Tonga media organizations specifically journalists and radio announcers so that they are familiar with the MDG concepts and ways of attaining the goals. - Introduce MDG competition i.e. song and poster, to which all the Tongan community can take part in. This advocacy awareness activity should run from as long as 6 months to a year. The winning song entry/ies can then be used to play in the local radio stations. The song has to be in Tongan and/or English languages. Launching of the winning song should be organized around a UN international day.</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>- UNDP MCO website to highlight new MDG Project and its activities</p> <p>- Work with Project Manager on producing three monthly briefs on activities undertaken as well as provision of information for UNDP Fiji Website www.undp.org.fj</p> <p>Train CSOs to:</p> <ul style="list-style-type: none"> • raise awareness of the MDGs with the CSOs, showing how their work is linked to one or more MDGs • To link the CSOs working in a specific area with the relevant officials • To discover the process for gathering data on meeting the MDG targets • To establish an ongoing monitoring and advocacy network of CSOs. 	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>UNDP</p>	<p>Workshop Costs</p> <p>72700 – Promotional materials and distribution 74215 – Audio Visual Productions 74205 –</p>	<p>10,000</p>	<p>5,000</p>	<p>5,000</p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p>Sub-total</p>	<p>20,000</p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>

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<p>Output 3: MDG mainstreamed into national planning and budgeting framework</p> <p><i>Baseline:</i> At the end of 2007, Tonga does not have national or sectoral plans costed or aligned with the MDGs. Planners have limited expertise in use of MDG costing and planning tools;</p> <p><i>Indicators:</i> MDG costed national plans; % increased budget allocations for MDGs; # of national and sectoral development plans that are aligned with MDGs and linked to national budgets, and</p> <p><i>Targets:</i> Sectoral and national budgets aligned to the MDGs, and MDG based planning and budgeting is operational in two sectors.</p> <p><i>Related CP outcome:</i> Tonga prepares and implements sectoral and national plans and sustainable development strategies aligned with MDG goals, targets and indicators linked to national budgets</p>	<p>1. Activity Result: Develop process for integrating MDG into the National Planning and Budgeting Framework</p> <ul style="list-style-type: none"> - Review Department Corporate Plans, Sector Development Plans, the NSPF and recommend a practical framework for linking the national planning tools in terms of common targets, indicators, activities, outputs, timeframes, resource allocation, implementing partners, risks and quality assurance logs and M&E framework. - Monitor progress of corporate plans through the publication of quarterly progress reports linked to the MDG based NSPF to ensure that the desired impact on minorities, including the poor, women, youth, elderly and the disabled are being met and make necessary adjustments to pro policies as required, - Provide ongoing support, advocacy for and training of government planners and statisticians on monitoring and reporting on the implementation of department corporate plans and the NSPF; - Review and recommend improvements in budget allocation process targeted to achieving national development goals, - Assist line ministries with the formulation of pro-poor policies that will help to ensure the most vulnerable and most needy are adequately targeted by government strategies, programmes and interventions, and - Conduct on-going training for national counterparts in linking budget allocation to national development goals – MDG costing tools & Medium Term Expenditure Framework. 	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	<p>Ministry of Finance, Division of Policy and Planning & Public Service Commission.</p>	<p>AUSAID/GoT Parallel Funding</p>	<p>Consultants - 71300 Workshop Costs -72700</p> <p>Sub-total 40,000</p>	<p>30,000 10,000</p>
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