

Review of mainstreaming of climate change into national plans and policies:

Tonga

November 2013

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Executive Summary

The purpose of this report is to summarise a review of the degree to which climate change has so far been mainstreamed in national strategic plans, policies and budgets, and – in a sectoral case study (presented in Annex 1) – the extent to which mainstreaming has translated to implementation.

Table 1 shows the criteria used in this review to assess the degree of mainstreaming of climate change, as well as some general remarks in relation to the review’s findings for Tonga.

Table 1. Criteria for mainstreaming and general findings of this assessment

Criteria	Overall assessment
<p>Objectives related to climate change are present in national development and environment policies, as well as in key sectoral policies</p>	<p>Climate change objectives are generally well-defined within government policies and plans, even if there are generally few specific outcomes or measurable targets. Climate change is highlighted in the NSDF, and there is a specific climate change policy framework. The JNAP and the NIIP are the main vehicles for progressing adaptation, while sector plans and policies do contain specific climate-related strategies.</p>
<p>Responsibilities for responding to climate change are clearly defined within government, and there are clear mechanisms for monitoring and reporting on progress</p>	<p>There are relatively clear mechanisms for coordinating climate-related activities, including a working group to oversee implementation of the JNAP, although there appears a lack of clarity in the JNAP around which ministries are responsible for achieving which climate-related targets.</p>
<p>Specific climate-related activities are outlined and planned for in these documents</p>	<p>Further work is needed, especially at the sectoral level, to develop concrete activities related to climate change, to implement the broader development policies and objectives.</p>
<p>Budgets are clearly allocated for the above activities</p>	<p>There is a need to ensure development assistance agencies provide timely inputs to the Planning and Budget matrix and long-term forecasts for direct budget and sector support.</p>
<p>Monitoring and evaluation frameworks are in place for following up on delivery of climate objectives and implementation of activities</p>	<p>Although there are some specific policy responses to climate change reflected in the JNAP and NIIP, most other national policies lack clear outcomes or measurable targets related to climate change.</p>
<p>The various policies and plans are coherent on the issue of climate change</p>	<p>There is broad consistency in climate change objectives across national and sector plans. However, as noted above, although the JNAP and NIIP identify some specific policy responses to climate change, most other policies lack clear climate-related outcomes or measurable targets for implementation.</p>
<p>The climate-related goals in these policies and plans have the buy-in of different stakeholders, meaning they are accepted, supported and promoted across government and within civil society and, ultimately, local communities</p>	<p>There is evidence of high-level political support for climate mainstreaming, but the depth of engagement at lower levels of government (i.e. sectoral ministries) and within civil society is unclear.</p>

Mainstreaming of climate change is one of the key criteria set by the EU that must be met before countries might be able to access climate finance through the modality of budget support. Other important criteria relate to public financial management, specifically that countries have a stable macro-economic framework, a public finance reform process underway, and a clear and transparent budget process. Annex 3 of this report therefore also very briefly discusses the status of, and expected milestones for, Tonga's public financial management roadmap.

Recommendations

The following actions would improve mainstreaming efforts:

1. Development of costed and prioritised action plans for the Joint National Action Plan, with outcomes related to the achievement of targets in the Tonga Strategic Development Framework.
2. Review of the National Infrastructure Investment Plan to align with JNAP action plans.
3. Development of specific outcomes and targets for the National Water Policy, National Forestry Policy and National Renewable Energy Policy, with mechanisms for monitoring and evaluation.
4. Improve the human resources for procurement within the Ministry of Finance and National Planning.
5. Ensure development assistance agencies provide timely inputs to the Planning and Budget matrix and long-term forecasts for direct budget and sector support.

1. Assessment of climate change mainstreaming

This profile examines how climate change has been mainstreamed in national and sector policies, plans and strategies in Tonga. It explores the extent to which climate change objectives have been achieved, linkages between policies and climate change financing, and the extent to which policies are supported by institutional arrangements and financial and budget processes. It is based on publicly available reports and information that was availed by both regional and country representatives.

The following national plans and strategies were examined for this review:

- Tonga Strategic Development Framework (TSDF) 2011 to 2014;
- Tonga Climate Change Policy 2006;
- Joint National Action Plan for Climate Change Adaptation and Disaster Risk Management (JNAP) 2010-2015;
- National Infrastructure Investment Plan (NIIP) 2010;
- National Water Policy 2011;
- National Renewable Energy Policy 2006;
- National Biodiversity Strategy and Action Plan 2006;
- National Tuna Fisheries Management and Development Plan 2012-2015; and
- Draft National Forestry Policy 2009;

The summary below provides an overview of the degree to which climate change has been mainstreamed in these key documents, while further details are given in Annex 2.

1.1 Incorporation of climate change into national policy objectives

Climate change objectives are generally well-defined within government policies and plans, even if in general there are few specific outcomes or measurable targets. Climate change is highlighted in the NSDF, and there is a specific climate change policy framework. The JNAP and the NIIP are the main vehicles for progressing adaptation activities, while sector plans and policies do contain specific climate-related strategies and activities.

The *National Climate Change Policy 2006* established a decision-making framework for environmental matters with the then Department of the Environment as the central coordinating agency. It includes a specific objective to mainstream climate change issues into all environmental, social and economic processes including enactment and amendment of legislation, although does not set out a process or timetable for this to be achieved. Its strategies are broad statements of intent, though the policy contains no specific outcomes or targets and does not refer to the role of sector plans in implementing climate change activities.

For adaptation to the impacts of climate change, the JNAP is the government's main strategic planning instrument. It identifies as a specific outcome that climate change and disaster risk management shall be mainstreamed into planning, decision-making and budgetary processes.

In terms of legislation, the Tongan Government has considered whether to develop overarching climate change legislation, however according to anecdotal evidence from country representatives its preferred approach is to ensure that sector-based legislation is reviewed to reflect a policy emphasis on climate change.

Regarding the inclusion of climate change within broader development policies and plans, the *Tonga Strategic Development Framework* (TSDS) contains objectives related to (i) integration of climate change into policies and programs, through enforcing Environmental Impact Assessments and implementing the JNAP, and (ii) developing renewable energy infrastructure (through the Tonga Energy Roadmap).

In relation to various key sectoral plans:

- The *National Infrastructure Investment Plan 2010* highlights renewable sources of energy, improved management of water resources and solid waste, and disaster risk management as responses to climate change. Infrastructure investment priorities are determined according to their alignment with national priorities and the benefits they will deliver to the Tongan people, the economy and the environment. The positive or negative impact on environmental sustainability and climate change forms part of the multi-criterion assessment. The government is working to strengthen forward planning requirements by requiring that all economic infrastructure sectors have a ten-year infrastructure strategy and a three-year investment plan, together with a more rigorous approach to project evaluation and prioritisation.
- Objective 2 of the *National Water Policy 2011* is to mainstream climate change and disaster risk considerations into water policy and planning, primarily through the Water Resources Bill.
- The *Renewable Energy Policy Framework 2006* does not specifically mention climate change, but aims to develop renewable energy within an appropriate legislative framework, and to encourage investor partnerships that can facilitate this goal.
- The *Revised Draft National Forest Policy 2009* makes a series of policy statements in relation to climate change mitigation and adaptation, but does not include specific outcomes or targets.
- The *National Biodiversity Action Plan 2006* notes that the impact of climate change on marine diversity should be closely monitored, and that measures to address these impacts should be incorporated into new and existing resource management plans, including the Tuna Management Plan. However, the *Tonga National Tuna Fisheries Management and Development Plan 2012-2015* makes no specific reference to climate change

1.2 Defined responsibilities for climate objectives

There are relatively clear mechanisms for coordinating climate-related activities, including a working group to oversee implementation of the JNAP, although there appears a lack of clarity in the JNAP around which ministries are responsible for achieving which climate-related targets.

The National Environment Coordinating Committee (NECC) was established in 2004 as the advisory body for all environmental projects, including climate change, and is chaired by the Minister of Environment and Climate Change. It serves as the mechanism to coordinate climate change related issues at both the policy and technical levels. Committee members are departmental heads from government ministries, non-government organizations and statutory authorities. The NECC reports to the Cabinet Committee for Environment and Climate Change. The Ministry of Land, Environment, Climate Change and Natural Resources is also one of the lead ministries for implementation of the TSDF.

There is a JNAP Technical Working Group responsible for overseeing implementation of the Plan. Members are technical experts from government agencies, non-government organizations and statutory authorities. A JNAP Task Force acts as the secretariat to the TWG and the NECC, and has a key role in mainstreaming climate change actions. As well as acting as a conduit for requests for funding and project reporting, the Task Force assists Ministries to integrate JNAP actions into Corporate Plans and Annual Management Plans, through a process of “JNAP reviews”. The Task Force is also responsible for developing and implementing a communications strategy for JNAP implementation, and for advocating the JNAP internally within Tonga and with donors and development partners.

The Policy and Planning Division of the Ministry of Finance and National Planning is tasked to review corporate plans and associated annual management plans to ensure alignment to the key

outcome objectives of the TSDF, the annual budget and the achievement of the targets for each indicator. The JNAP is identified as the sector plan for achievement of the TSDF climate change targets, and a number of ministries are nominated as responsible for implementation, but it is not clear which ministries are responsible for achieving which targets.

Joint meetings of the NECC and the National Emergency Management Committee (NEMC) are held every six months to provide high level policy co-ordination. The Ministry of Land, Environment, Climate Change and Natural Resources and the National Emergency Management Office hold joint meetings every two months with NGOs carrying out disaster management activities to streamline efforts and minimize duplication.

In terms of sectoral policies:

- The preparation of the NIIP highlighted gaps and overlaps in the coordination of infrastructure planning and responsibility, with several agencies having responsibility for road rehabilitation projects, and lack of clear responsibility for waste water disposal and drainage. The government, in the NIIP, stated its intention to review the institutional structure of the economic infrastructure sector, with a single coordinating agency or ‘one-stop-shop’ for each sub-sector.
- NBSAP activities are prioritised by the technical working group and referred to the National Environment Coordinating Committee for approval

Other ministries are being encouraged to incorporate climate change considerations into their policies and legislative frameworks.

Regarding management of external funds, the Ministry of Lands, Survey, Natural Resources and Environment and Climate Change is responsible for coordinating (externally provided) climate change funding, monitoring and administration, while DRM funding is often channeled through the Ministry of Works and specifically through the National Emergency Management Office (NEMO). In some instances funding support is arranged directly between development partners and a Ministry responsible for a particular JNAP action. The Ministry of Finance has established guidelines for securing support from external sources. The JNAP Task Force acts as a conduit between government departments and development partners. Project funding proposals must be submitted to the Ministry of Finance for consideration by the Project & Aid Coordinating Committee (PACC). Proposals under TOP\$2 million can be approved by the PACC; those above \$2 million must be referred to Cabinet’s Expenditure and Review Committee. Once approved, the Task Force makes the funding arrangements with the donor, together with the relevant Ministry. Ministries in receipt of funding are required to comply with Ministry of Finance reporting requirements, as well as those of development partners.

1.3 Specific climate-related activities defined and planned for

Further work is needed, especially at the sectoral level, to develop concrete activities related to climate change, to implement the broader development policies and objectives.

The JNAP focuses on filling gaps to complement existing government initiatives, and contains a number of actions to increase community resilience. These include improved methods of rainwater harvesting, strengthening aquaculture fisheries and upgrading weather monitoring networks. To achieve its mainstreaming objectives, the plan sets out a series of actions such as training in mainstreaming, establishing district offices for the Ministry of Environment and Climate Change, and organising quarterly meetings of CCA and DRM technical committees (however these actions are not costed or prioritised – prioritisation is to be achieved through successive reviews of the Plan’s implementation – and there are no measurable outcomes defined).

Tonga’s Second National Communication to the UNFCCC identifies several policy areas within the energy sector for developing mitigation strategies, namely demand and supply management, fuel substitution and forestry, and there are a number of policy documents to support this. On adaptation, it identifies a series of options related to water, agriculture, coastal areas and human health.

In national policies, mitigation actions are included in the *Renewable Energy Policy* and *National Forestry Policy*, while adaptation actions are identified primarily through the JNAP and NIIP. There is evidence that climate change considerations are being incorporated into the legislative framework. For example, the National Spatial Planning and Management Act 2012 strengthens environmental impact assessment, particularly for climate-proofing of infrastructure. Tsunami modelling is now being incorporated into planning processes, and is providing useful information for potential relocation of buildings or settlements.

In key sectoral policies:

- The *National Infrastructure Investment Plan 2010* identifies a program of economic infrastructure investments totalling around \$690 million over the next ten years. Projects are ranked according to a multi-criteria analysis that includes consideration of the effects of climate change. The NIIP acknowledges that medium-term priorities are likely to arise from implementation of the JNAP and that climate change adaptation investments are likely to be added in future updates of the NIIP, in conjunction with reviews of the JNAP.
- The *National Water Policy 2011* states that an operational action plan will be formulated, though it does not include a process or timeframe to achieve its climate and disaster risk mainstreaming objective.
- The *Renewable Energy Policy Framework 2006* contains a number of general ‘work plans’, but no specific outcomes or targets.
- The NBSAP is currently undergoing its fifth review, incorporating a reassessment of biodiversity status, threats and trends, comprehensive community consultation and redrafting of strategies and action plans. It is expected that the effects of climate change will be highlighted as part of the review and that relevant actions will be incorporated in the revised plan. For example, several of the coastal plans that form part of the implementation of NBSAP are no longer relevant because of the extent of coastal erosion that has already taken place. Climate change is a key issue arising through the community consultation. The review is to be completed by September 2014. It was reported, however, that a number of NBSAP activities identified as part of previous reviews have not been implemented because of lack of funds.

1.4 Budgets for implementation of climate objectives

There is a need to ensure development assistance agencies provide timely inputs to the Planning and Budget matrix and long-term forecasts for direct budget and sector support.

The overall indicative costs to implement the JNAP over the period 2010–2015 are estimated to be TOP\$22 million. It is estimated that in-kind staff contributions from the Government of Tonga and partner agencies would constitute 2 per cent of total costs. Individual JNAP activities are not prioritised or costed.

The NIIP acknowledges that Tonga does not currently have the capacity to substantially finance more infrastructure assets without assistance from development partners, even if those investments are high priorities.

There is a three-year corporate plan, aligned to the development goals of the NSDF. As part of the corporate planning process, ministries submit plans with costed budgets to Treasury, which then makes recommendations to Cabinet after consultation with individual ministries. Cabinet approves budget ceilings for each Ministry. Ministries are asked to provide budgets for projects to be delivered in that particular year. Ministry plans must contain target indicators and performance measures, and complete monitoring and evaluation reports, according to a national template.

Climate change forms part of the project evaluation criteria for infrastructure.

One budgeting challenge noted is that accurate annual costings for climate activities are difficult because nearly all funding for climate change activities presently comes from development partners,

and thus there is uncertainty about the timing of implementation (the time taken to develop proposals and receive approval from donors can vary greatly).¹ It is also difficult to accurately capture in-kind contributions from the Tongan government.

International climate finance is largely co-ordinated through the Ministry of LECCNR, while disaster risk management funding is administered through NEMO and Ministry of Works. Climate change project funding is sometimes disbursed through individual ministries.

A National Disaster Fund was set up in 2008 (TOP\$5million), and the Tongan government is establishing a Climate Change Trust Fund to finance adaptation activities. Tonga is also progressing towards accreditation as a National Implementing Entity (NIE) under the Adaptation Fund.

1.5 Frameworks for monitoring and reporting on implementation

Although there are some specific policy responses to climate change reflected in the JNAP and NIIP, most other national policies lack clear outcomes or measurable targets related to climate change.

Monitoring and evaluation arrangements are set out for the TSDF and the JNAP, but otherwise policies and plans lack mechanisms for implementation or monitoring and review.

The JNAP includes overall costings for each goal, but no implementation plan. The JNAP Task Force (a sub-committee of Cabinet) is to report on a six monthly basis to a joint meeting of the NECC and the NEMC, and to lead “JNAP reviews” of all existing ministry corporate plans, with the aim of incorporating actions to implement the JNAP.

In relation to broader national and sector plans:

- Specific targets in the NSDF include an increase in the number of JNAP targets met, 50% renewable energy by 2012, and proportion of land area covered by forest maintained at not less than 5%. However, sectoral policies don't necessarily clarify how these targets will be monitored and met; for example, the *National Forestry Policy* does not identify how the NSDF forestry target will be achieved.
- There are no monitoring and evaluation procedures for the NIIP, the *National Water Policy*, the *Renewable Energy Policy Framework* or the *Revised Draft National Forestry Policy*.
- The NBSAP itself is reviewed every two years, using a cross-departmental approach and in-depth community consultation, though it is unclear how this encompasses (or not) a review of implementation against earlier targets.

In relation to internationally financed activities, there are MFP guidelines on external funding support and standard reporting requirements, and the JNAP Task Force acts as a conduit between Ministries and development partners.

1.6 Policy coherence and consistency

There is broad consistency in climate change objectives across national and sector plans. However, as noted above, although the JNAP and NIIP identify some specific policy responses to climate change, most other policies lack clear climate-related outcomes or measurable targets for implementation.

Three year corporate plans are aligned to NSDF.

In terms of cohesion between national priorities and donor activities, in general the latter are broadly

¹ For example, discussions on the use of regional funds under EDF10 took over three years while access to funds from the UNDP Small Grants Scheme may take only a few weeks. Given uncertainty about which donors may yet be targeted to fund execution of the JNAP, any actions listed as the development of proposals are not costed and are assumed to be conducted as a 'free' in kind contribution conducted as part of normal work.

aligned with national objectives, but the Government of Tonga is attempting to improve harmonisation of donor activities through (i) an annual roundtable with development partners to discuss priorities, (ii) a national project reporting system developed by the Ministry of Finance that is distributed to development partners quarterly, and (iii) requests that development partners provide a three-year forward plan (which has not been consistently achieved).

1.7 Stakeholder support and ownership

There is evidence of high-level political support for climate mainstreaming, but the depth of engagement at lower levels of government (i.e. sectoral ministries) and within civil society is unclear.

There is high-level political support for climate mainstreaming, including a Cabinet portfolio for Lands, Environment, Climate Change and Natural Resources, and a Cabinet Committee for Environment and Climate Change, which includes representation from the Ministry of Finance. There is also a Parliamentary Standing Committee for Environment and Climate Change.

Tonga was the first country in the Pacific to develop a Joint National Action Plan for Climate Change Adaptation and Disaster Risk Management, and potential adaptation actions within the JNAP were reportedly scoped widely with the community and government departments.

Annex 1

Sector Evaluation – Tonga Revised Draft National Forest Policy 2009

The Second National Communication to the UNFCCC states that the forestry sector is “arguably the most valuable sector with potential to mitigating climate change”. The original *draft National Forest Policy* was produced in 2008, with the assistance of the UN Food and Agriculture Organization, while further consultation work was carried out in August and September 2009 to mainstream climate change into the draft policy. The policy has now been approved by Cabinet.

It is a statement of policy intent and, at this stage, does not have an implementation plan. It is not clear how the policies will be incorporated into ministerial operational plans, and it was reported by officers that resources allocated to forestry are not sufficient.

Table A1. Review of Sector Plan

Plan objectives and outcomes	
Are objectives clearly defined?	<p>The policy has one overall objective: to support the sustainable management of trees and forests in Tonga, [in which] ‘the inherent impacts of climate change, growing urbanization and globalization have been closely considered’</p> <p>Although it identifies climate change as a factor, the plan does not include specific objectives as a response to climate change</p>
How do the objectives/policies relate to national CC priorities as expressed in the national climate change policy (if applicable) and the national development plan?	<p>The National Climate Change Policy was developed to help formulate policy responses to climate change, of which this is one.</p> <p>The Forestry Policy implements Goal 7 of the National Sustainable Development Framework aims to integrate climate change into all planning and implementation programs.</p> <p>The policy acknowledges the close inter-relationship of forestry and agriculture and recommends the urgent development of a land use and agriculture policy</p>
Does the plan contain CC-related outcomes, targets and/or indicators?	<p>It includes specific mitigation and adaptation policies that are action-based, such as halting deforestation and discouraging the use of fire in land clearing operations; and re-establishing coastal mangroves and increased planting of fruit trees. There are no detailed actions, outcomes or indicators.</p> <p>It does include reference to establishing a self-funding tourism initiative allowing international visitors to off-set carbon emissions stemming from international long haul flights through the planting of trees (bio sequestration). However, there is no description of how this is to be achieved.</p> <p>It recognizes that achievement of objectives is hindered by lack of data and community awareness, and contains general statements to improve both of these aspects.</p> <p>It acknowledges that the sawmilling industry would benefit from capital investment and capacity building to reduce inefficiencies and improve value recovery.</p> <p>It includes suggested options for controlling the removal of trees from Tax Allotments.</p>
Are actions prioritized, costed and sequenced?	No

Consistency of donor programs with policy objectives	<p>The policy was developed using GEF funding and there are two relevant donor-funded projects:</p> <ul style="list-style-type: none"> • an evaluation of existing replanting schemes through EDF 10, although this is linked to the JNAP rather than the forestry policy • further CC-related policy and curriculum development in the areas of agriculture and forestry (GTZ)
Plan development	
Which ministries were involved in the development of the plan? Was the Ministry of Finance involved?	The policy does not include details on how it was developed, but refers to meetings with stakeholders, including farmers.
Implementation	
Is there an implementation plan? Which agency/agencies are responsible for implementation?	<p>There is no implementation plan</p> <p>The policy recommends that the 1961 Forestry Act be reviewed to meet international obligation and sustainable forestry standards.</p> <p>The policy also recommends that the monitoring role of the Forestry Division be strengthened.</p> <p>The policy sets out current responsibilities: forestry is primarily the responsibility of the Ministry of Agriculture and Food, Forests and Fisheries (MAFFF) but with significant involvement of the Ministry of Lands, Survey, Natural Resources and Environment (MLSNR&E) and the newly established Ministry for the Environment and Climate Change (MECC). The ‘Eua forest plantations are managed by the Tonga Timber Company and the Tongan Government is the major shareholder. The company answers to a management committee that sits outside of the ministries but the Forestry Division has some limited monitoring responsibility.</p> <p>It recommends no changes to the current arrangements but that co-ordination should be improved.</p>
How will the actions be financed?	Not detailed
How is the plan aligned with the budget process? Is there an example of a relevant ministry operational plan?	There is no evidence to show how the policies translate into operational plans with associated budgets.
Is expenditure consistent with the plan?	Officers reported that expenditure on forestry tends to be a relatively low priority
Monitoring and evaluation	
How are the outcomes monitored?	Not detailed.
What are the reporting arrangements?	Not detailed.
How are the results communicated/publicized?	Not detailed.
How often is the plan reviewed, and how?	The policy states that the document should be periodically reviewed, involving stakeholders

Annex 2

Evaluation of policies, plans and strategies

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
2011–2014 National Strategic Planning Framework					
<p><u>Goal 7:</u> Cultural awareness, environmental sustainability, disaster risk management and climate change adaptation, integrated into all planning and implementation of programmes, by establishing and adhering to appropriate procedures and consultation mechanisms.</p>	<p><u>Strategy 21:</u> Valuing Tonga’s cultural traditions within an evolving culture.</p> <p><u>Strategy 22:</u> Ensuring sustainable use of the environment, by enforcing Environmental Impact Assessments (EIAs), and strengthen the national capability for environmental management to create incentives for limiting the use of resources and production of waste.</p> <p><u>Strategy 23:</u> Implementing the JNAP-CCADRM to reduce vulnerability & risks; and to enhance resilience to the impacts of climate change & natural hazards.</p>	<p><u>Strategy 21:</u> Percentage of schools teaching traditional dance, arts and history [increased]</p> <p><u>Strategy 22:</u> Proportion of land area covered by forest [maintained at not less than 5%] Proportion of terrestrial and marine protected areas [maintained] Enforcement of quotas to avoid over exploitation of marine resources [increased] Quantity of recycled metal exported. [increased]</p> <p><u>Strategy 23:</u> No of target indicators stated in JNAP for climate change met [increased] Level of Disaster Risk Management and energy security [improved]</p>	Implemented through National Climate Change Policy and sector plans	All sector plans refer to Goal 7 of the NSDF	Ministry of Finance and National Planning
National Climate Change Policy 2006					
<p>1. Establish new climate change framework</p> <p>2. Mainstream climate change issues into all policy and legislative processes</p> <p>3. Strengthen data collection,</p>	<p>Objective 1: Vest decision-making power in (then) Department of Environment</p> <p>Objective 2: Strengthen capacity of CC implementing</p>	Not specified	Implemented through legislation, sector plans and regulations	Encourages integration of CC into plan and policy development	Department of Environment

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
<p>management and use</p> <p>4. Raise awareness of CC</p> <p>5. Protect vulnerable communities and assets</p> <p>6. To mitigate the causes of human induced climate change</p>	<p>organizations</p> <p>Establish a National climate change team to co-ordinate CC mainstreaming</p> <p>Review legislation</p> <p>Establish village committees to work closely with the national CC team</p> <p>Objective 3:</p> <p>Develop integrated approach for data management and information sharing</p> <p>Use TA to update data</p> <p>Build technical capacity for management and storage</p> <p>Establish national database</p> <p>Objective 4:</p> <p>Increase technical capability to promote awareness</p> <p>Provide CC awareness programs and training</p> <p>Develop effective communications through village committees</p> <p>Objective 5:</p> <p>Identify vulnerable areas and develop cost-effective and culturally-sensitive adaptation options (foreshore construction, tree planting).</p> <p>Stakeholder engagement and community involvement</p> <p>Enforce building code and other regulations</p> <p>Investigate possible relocation sites</p> <p>Objective 6:</p> <p>Identify and measure GHG emissions</p>				

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
	and develop reduction programs; promote renewable energy Enact and enforce regulations to prohibit human activities detrimental to the environment				
JNAP 2010-2015					
<u>Goal 1: improved governance</u> Strengthen planning and decision-making processes to incorporate CC & DRM considerations Strengthen institutional arrangements and capacity in Vavaú, Haápai, Éua and in the Niuas <u>Goal 2: Enhanced technical knowledge base and understanding</u> Improve science and technical knowledge base Increase relevant education and community awareness programs Strengthen evidence-based decision and policy making <u>Goal 3 Vulnerability Analysis and Assessment</u> Implement appropriate coastal protection systems Improve fisheries and coral reef management Strengthen community-based capacity in vulnerability and analysis Strengthen implementation and	Finance strategy Communications strategy	<u>Goal 1: improved governance</u> Climate change and disaster risk management mainstreamed into planning, decision-making and budgetary processes Strong institutional arrangements for climate change and disaster risk management <u>Goal 2: Enhanced technical knowledge base and understanding</u> Increased understanding of climate change and disaster risk Smart and effective use of ICT Improved climate change projection and development Planning <u>Goal 3 Vulnerability Analysis and Assessment</u> Protection of coastal areas and agricultural land Availability of good data Reduction of underlying risk factors Adequate supply of marine sea foods Effective plant rehabilitation at coastal areas	Costed action matrix Indicative costs 2010-2015 TOP \$22m In-kind staff costs 2% Distribution of costs by Goal: 1 6% 2 20% 3 27% 4 44% 5 2% 6 1% Financing: Government in-kind support Donors and partners implementing actions	Co-ordinated by JNAP Task Force/NECC/NEMC Reporting to NECC and Ministry of Finance	Ministry of Environment and Climate Change National Emergency Management Office

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
<p>enforcement of impact assessments</p> <p>Assess water resources and supply capacity in capitals, villages and outer islands</p> <p>Assess impact of climate change on vector borne, water borne and nutritional related diseases</p> <p><u>Goal 4 Enhanced community preparedness and resilience</u></p> <p>Increase resilience of school buildings and tourism sector</p> <p>Ensure food and water security after disaster events</p> <p>Increase disaster preparedness, responses and recovery of community</p> <p>Strengthen weather monitoring networks and forecasting centres</p> <p>Strengthen early warning systems</p> <p><u>Goal 5 Technically reliable, economically affordable and environmentally sound energy</u></p> <p>10% reduction of GHG emissions based on 2000* levels by 2015 through implementing Renewable Energy (RE) and Energy Efficiency (EE) programs</p> <p>Improve energy security through improved planning and response mechanisms</p> <p><u>Goal 6 Strong partnerships, cooperation and collaboration within government agencies and with civil societies and NGOs</u></p>		<p>Establishment of vector control unit</p> <p>Monitoring programs that link climate change impacts to vector-water-borne and nutritional related diseases</p> <p><u>Goal 4 Enhanced community preparedness and resilience</u></p> <p>Safe and durable school, community buildings</p> <p>Healthy and happy communities</p> <p>Effective early warning systems</p> <p>Effective and efficient health providers</p> <p><u>Goal 5 Technically reliable, economically affordable and environmentally sound energy</u></p> <p>10% reduction in GHG emissions, based on 2000 levels</p> <p>National policy framework on EE including practical mechanisms developed, adopted and implemented</p> <p>Improved security of energy supply</p> <p><u>Goal 6 Strong partnerships, cooperation and collaboration within government agencies and with civil societies and NGOs</u></p> <p>Enhanced participation in CCA and DRM planning and programmes</p>			

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
National Infrastructure Investment Plan 2010					
CC mentioned in the context of Goal 7 of NSDF	Introduces a coordinated, programmatic approach to infrastructure to meet national development and CC objectives Highlights the importance of developing renewable sources of energy, improved management of water resources and solid waste, and disaster risk management to meet Goal 7 of the NSDF.	List of priority projects	Includes summary of priority projects and funding strategy Acknowledges that medium term projects likely to arise from JNAP, involving a combination of measures, e.g. foreshore protection, sea walls, relocation of services	The positive/negative impact on environmental sustainability and climate change is incorporated into a criterion as part of multi-criterion assessment CC-related projects to be integrated as part of the JNAP.	Co-ordinated by Pacific Region Infrastructure Facility Involved government departments, statutory authorities, donor partners and the private sector
National Forest Policy 2009					
The objective of the policy is to support the sustainable management of the forests and trees of Tonga The inherent impacts of climate change, growing urbanization and globalization have been closely considered.	<u>Mitigation</u> actions: <ul style="list-style-type: none"> • halting deforestation and forest degradation • maintaining National Parks Reserves and Protected Areas; • establishing and managing Forest Reserves • promoting reforestation and rehabilitating degraded forests • discouraging tree removal on Tax Allotments; encouraging Tax Allotment holders to plant and 	None specified	No supporting implementation plan	Represents implementation of Goal 7 of NSDF Promotes rehabilitation of mangroves and coastal areas as 'soft' climate change adaptation mechanisms	MAFF

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
	<p>manage trees on their properties</p> <ul style="list-style-type: none"> • discouraging use of fire in land clearing operations • Encouraging timber in building construction rather than non-renewable building materials • Considering the establishment of a self-funding tourism initiative allowing international visitors to off-set carbon emissions stemming from international long haul flights through the planting of trees (bio sequestration). <p><u>Adaptation actions:</u></p> <ul style="list-style-type: none"> • Protection of the entire coastal strip within 20 metres of the high water mark by prohibiting the removal of vegetation and revegetating degraded coastal areas with wind-firm, drought- and salt-resistant trees; • Halting deforestation of mangrove forests and wetland ecosystems and re-establishing them in degraded areas; • Taking into account climate change impacts in site and species selection for long-rotational plantation initiatives; • Increased planting of fruit trees, in nurseries, tax allotments and community, school and church lands to improve food security; and • Monitoring the impacts of climate 				

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
	change through the National Forest Inventory.				
National Water Policy 2011					
<p>Objective 2: Mainstreaming of climate change and disaster risk considerations into water planning, policies, legislations, project designing and the execution of programs at all levels (national, sectoral and local/communities).</p> <p>Objective 4: Enhanced technical knowledge base, information, education and understanding of climate change and natural disasters and impacts on water resources and water supply.</p>	<p>Actions:</p> <p>To mainstream climate change and disaster risk considerations into the Water Resources Bill.</p> <p>To mainstream climate change and disaster risk considerations into planning, policies, legislations, projects designing and execution of programs in the Water Sector.</p> <p>To provide tools for mainstreaming climate change and disaster risks into planning, policies, legislations, projects designing and execution of programs in the Water Sector.</p> <p>To conduct training workshops on how to effectively apply tools on mainstreaming in the Water Sector.</p>	Establishes National Water Resources Committee as the central decision-making body for water management, with input from Public Health Department, MLSNR and MECC (now combined) and Tonga Water Baard	Water Resources Bill 2011	Operational action plan to be formulated; To be reviewed as and when the need arises	MECC
National Renewable Energy Policy 2006					
No specific mention of CC	Aims to ensure renewable energy provided within appropriate legislative framework; and a systematic approach, encourages investor partnerships and promotes education and community awareness		Work plans specified for each renewable energy type	Not specified	Energy Planning Division (EPU) of the Ministry of Lands, Survey and Natural Resources (MLSNR)
National Biodiversity and Action Plan 2006					
Objective 2.3 – Sustainable	The impact of climate change of marine		Action:	Specific action	

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC	Lead agency
<p>management of marine biodiversity</p> <p>To promote the use of environmentally sound practices in the management of marine resources.</p>	<p>biodiversity requires close monitoring and effective adaptation measures. Measures to address these impacts should be incorporated into new and existing marine resource management plans including the Tuna Management Plan.</p>		<p>Review existing marine resources policies and plans and incorporate measures to address the impact of climate change on marine resources and environments.</p>	<p>to incorporate climate change considerations into resource management plans – links also to development objectives</p>	

Annex 3

Public financial management roadmap: summary of the progress of PFM systems

In addition to mainstreaming of climate change, three other criteria are important as precursors to being considered for budget support by international development assistance partners, namely a stable macro economic framework, a public finance reform process underway, and a clear and transparent budget process. These all relate to public financial management.

Tonga's current fiscal policy is regarded by the IMF as consistent with macroeconomic stability and providing this policy is followed it will provide debt sustainability. The Government's efforts in undertaking previous tax reform have resulted in increased revenues and proposals for taxes on SME's and natural resources is supported by the IMF.

Resilience to macroeconomic shocks is proposed through improved coordination and judicious deregulation to facilitate investor confidence in the economy. Government policy as outlined in the TSDf is supportive of wealth and job creation, skills investment and improved access to services.

Tonga's Public Financial Management and Ministry of Finance and National Planning Strengthening Roadmap 2012-2017 found that:

- it has made significant progress in achieving most of its MDGs;
- it was the highest ranked among PICs on the World Bank's 2012 Doing Business Report;
- its ratings on the World Bank's Public Expenditure and Financial Accountability (PEFA)¹ assessments have steadily improved since 2007;
- among the ten Pacific Island Countries that have completed public financial management system reviews using the PEFA assessments, Tonga had the highest number of high (A or B) ratings in the region--receiving 12 A's or B's out of the 31 PFM dimensions assessed; and

Priorities for public financial management (PFM) reforms over the next five years include:

- Enhancing the financial management information system (FMIS) and improving staff skills in line ministries;
- Changing the way planning/budgeting/aid divisions interact and deploy their staff;
- Enhancing corporate planning linked to the Tonga Strategic Development Framework;
- Achieving greater integration of corporate planning and budgeting processes and documents to improve the policy focus during budget preparation;
- Strengthening medium term budgeting;
- Improving project and aid management; and
- Improving procurement business processes.

Tonga's current corporate plan covers the period 2013/14 to 2015/16. The main constraint is that there are very limited resources to address the NSDF's nine outcome objectives.

The Aid Management staff complement has recently been increased from two to five, with two positions funded by the EU and three funded by the Tongan Government. The positions are located in the Ministry of Finance but are responsible for particular sectors. All draft funding agreements are vetted by the Ministry of Finance, which has also developed a project-tracking database, for imminent rollout to line ministries.

An initial public expenditure and financial accountability (PEFA) assessment was completed in 2007, with a further review in 2010. A third PEFA assessment is to be undertaken in 2014. The Tongan Government has agreed with UNDP to undertake a CPEIR, tentatively scheduled for 2014.

Modalities

A recent Australian Assessment of National Systems found that most aspects of the Tongan PFM system are well enough developed that they could manage direct budget support in a transparent and accountable manner.

The Government of Tonga is currently going through the process of qualifying for National Implementing Agency accreditation and is exploring options for establishing a Climate Change Trust Fund.

A summary of the progress of PEFA assessments, reviews and PFM Roadmaps is presented in the table below

	PEFA & PFM Roadmaps/status	Reviews/outcomes	Progress/proposed actions	Trust/other relevant funds
Tonga	<p>Draft PFM roadmap 2012</p> <p>PEFA assessment 2010</p> <p>Tonga has made significant progress in achieving most of its MDGs; it was the highest ranked among PICs on the World Bank's 2012 Doing Business Report;</p> <p>its ratings on the World Bank's Public Expenditure and Financial Accountability (PEFA)1 assessments have steadily improved since 2007; among the ten Pacific Island Countries that have completed public financial management system reviews using the PEFA assessments, Tonga had the highest number of high (A or B) ratings in the region--receiving 12 A's or B's out of the 31 PFM dimensions assessed; and a recent Australian Assessment of National Systems found that most aspects of the Tongan PFM system are well enough developed that they could manage direct budget support in a transparent and accountable manner.</p>	<p>Tonga's current corporate plan covers the period 2013/14 to 2015/16. The main constraint is that there are very limited resources to address the NSDF's nine outcome objectives.</p> <p>The Aid Management staff complement has recently been increased from two to five, with two positions funded by the EU and three funded by the Tongan Government. The positions are located in the Ministry of Finance but are responsible for particular sectors. All draft funding agreements are vetted by the Ministry of Finance, which has also developed a project-tracking database, for imminent rollout to line ministries.</p>	<p>Priorities for public financial management (PFM) reforms over the next five years include:</p> <p>Enhancing the financial management information system (FMIS) and improving staff skills in line ministries;</p> <p>Changing the way planning/budgeting/aid divisions interact and deploy their staff;</p> <p>Enhancing corporate planning linked to the Tonga Strategic Development Framework;</p> <p>Achieving greater integration of corporate planning and budgeting processes and documents to improve the policy focus during budget preparation;</p> <p>Strengthening medium term budgeting;</p> <p>Improving project and aid management; and</p> <p>Improving procurement business processes.</p> <p>PFTAC Country Strategy 2012-2014: PFTAC will contribute specific technical areas to support the ADB project that aims to develop an effective medium-term budget framework (1.5). These are likely to be in more accurate macroeconomic analysis (5.1) and more rigorous cash/debt management (1.6). In the medium-term, PFTAC would look to assist the authorities implement a follow-up PEFA assessment, probably in 2014.</p>	<p>Tonga Community Development Trust</p> <p>Administering CC project in Ha'apai through GEF Small Grants Program.</p> <p>NIE and Trust Fund: Climate Change Trust Fund was established in July 2013, USD 5m is being sought from ADB to commence the fund. The funding will be split 80% endowment fund; 20% to operational account. Tonga also has an emergency fund that was established prior to the climate change fund. Both could be used for climate change and DRR. Climate change fund could focus on preparation while DRR on response. There may be the possibility of combining the two funds in the future. NIE accreditation is also sought and Tonga is slowly progressing towards this.</p>