



# National Statistical System Assessment Tokelau

December, 2015



# Assessment of Tokelau's National Statistical System

December 2015

*This document was prepared with the help of Tokelau's NSO and PARIS21.*



## ***Acknowledgments***

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### ***List of Key Acronyms***

AusAID	Australia's aid programme
CPI	Consumer Price Index
ESA	Economic Support Arrangement
HIES	Household Income and Expenditure Survey
IMTS	International Merchandise Trade Statistics
MDG	Millennium Development Indicators
NS	National Statistician
NSO	Tokelau National Statistics Office
NSS	National Statistics System
PFTAC	IMF Pacific Financial Technical Assistance Centre
SIDS	Small Island Developing States
SDG	Sustainable Development Indicators
SNZ	Statistics New Zealand
SOI	Statement of Intent
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
TNSDS	Tokelau National Statistics Development Strategy
TNSP	Tokelau National Strategic Plan
UNDP	United Nations Development Programme
WHO	World Health Organisation

## 1 Executive Summary

This Assessment has been undertaken at the request of the Tokelau National Statistics Office with support from the Partnership in Statistics for Development in the 21st Century (PARIS21).

The Tokelau National Statistics Office developed its first statistics strategy in 2009 and has made steady progress implementing that strategy. Six years on, it is timely to undertake a comprehensive review of that strategy and determine what statistical developments are needed to optimise the Tokelau statistical system over the next 5-8 years. The objective of the Assessment phase was to identify the statistics and infrastructure needed to provide Tokelau with a national statistics system that supports good governance and sound decision making.

This assessment is the first part of a bigger process and will be used to develop a Roadmap which sets out the systems, processes and timeframes for the development of the national statistics development strategy (NSDS).

The process used for the assessment was to review the available documentation, obtain input from government department leaders and village administrators and consider statistical indicator requirements. This input was obtained through interviews from a five day visit to the Tokelau government office in Apia, Samoa. The information gathered was evaluated and used to provide an overview of Tokelau's medium-term priority statistical needs.

The assessment recommends that Tokelau continue producing the current statistical outputs, strengthen population and economic statistics, work towards leveraging administrative systems for statistical purposes and improve ICT and data management systems. It also recommends that a framework for natural resources and environmental statistics be developed so that data gaps can be identified and filled should the opportunities arise. It is also recommended that an evaluation be done on the requirements of regional and international agencies for statistical indicators so that statistics relevant to Tokelau can be systematically collected.

The implementation of the recommendations for population statistics will rely on an administrative system being put in place to measure the number of permanent and long-term migrants to and from Tokelau.

The Tokelau Statistics Rules (2013) empower the National Statistics Office to lead and co-ordinate the Tokelau Statistics System. To facilitate this, a co-ordinating committee is recommended which would include representatives from each department and village. This wide representation will help ensure that new developments within the National Statistics Office meet each sectors needs and that departments and villages get the technical support they need to produce statistics.

The Tokelau office is small and progress to date has been made with support from the Tokelau government statistics development partners including SPC, Statistics New Zealand and WHO. Such ongoing support will be necessary for Tokelau to achieve its statistical objectives. It is also important that statistical methods be developed which are straightforward to implement and that can draw on readily available data.

## 2 Introduction

### Geography

Tokelau consists of 3 coral atolls - Atafu, Fakaofu and Nukunonu - that possess a total land area of 12.2 km<sup>2</sup> and are located c.500 kilometres north of Samoa. The only form of transport is by sea with the trip from Apia, Samoa taking at least 24 hours. The possibility of air connection is being investigated. Nukunonu is the central atoll with Atafu 92 kilometres to the north-west and Fakaofu 64 kilometres to the south-east.<sup>1</sup>

### Government Structure

Tokelau was declared a British Protectorate in 1889 and was included in the Gilbert and Ellice Islands Colony administered by the Western Pacific High Commission. In 1925, Tokelau was placed under the administration of New Zealand and is now a non self-governing territory of New Zealand. Tokelauans are citizens of New Zealand and hold New Zealand passports. In 2006 and 2007 Tokelau held referendums to allow Tokelau to become politically independent but the number of votes needed for change was not achieved.

During the 1990s New Zealand delegated all administrative and legislative powers to the General Fono (National Assembly) and in 1994 these powers were formally delegated to the three Taupulega (Village Council of Elders) as the highest authority on Tokelau. The Taupulega then re-delegated authority for national issues to the General Fono. The majority of government functions are in place on the 3 atolls and national level administration is primarily based in Apia, Samoa.

A General Manager along with other staff members, including teachers and medical staff, support each Taupulega.

The General Fono consists of the Faipule (village leader) and Pule (village mayor) of each village and one delegate for every 100 inhabitants of that village, based on the latest available population count rounded to the nearest 100 inhabitants.<sup>2</sup> The General Fono currently has 20 members. There are 8 ministerial portfolios held by the six members of the Council for the Ongoing Government.

Executive business is carried out by the Council for the Ongoing Government when the General Fono is not in session. The Council members include three Faipule and one General Fono delegate from each village who is designated by the Taupulega. The Council is chaired by the Ulu o Tokelau whose term is for one year and, on a rotating basis, a Faipule from Atafu, Nukunonu and Fakaofu.

### Financial Management

Financial operations relating to Tokelau are managed by the Department of Finance using Greentree software. The majority of financial transactions between Tokelau and the rest of the world are recorded by the department. There are no banks in Tokelau so funds being transferred to and from Tokelau are done through the Department of Finance.

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<sup>1</sup> Tokelau Strategic Plan 2010 to 2015

<sup>2</sup> Tulafono Fakavae a Tokelau/ Constitution of Tokelau

“Each atoll has effectively one village, with a single co-operative store for food and household materials, plus a bulk store for building materials and fuel. Both the co-operative stores and the bulk stores are owned by the Taupulega and run by public servants. There is no free market competition.”<sup>3</sup>

Government departments are mainly based in Apia. There are 40 government employees in Apia and 22 in Tokelau.

### **Demography**

The 2011 Population Census counted the de jure population at 1411. This included both the population in Tokelau on census night (1143) and the usually resident absentee population (268). Four hundred eighty-two people live on Atafu, 490 on Fakaofu and 397 on Nukunonu. In Samoa there were 42 Tokelau Public Service employees as well as their immediate families.

Tokelau has a youthful population with a median age of 24 years. Fifty seven percent of the population (800 people) are aged between 15- 60 years.

In the 2013 New Zealand population census, 7176 people living in New Zealand identified Tokelauan as one of their ethnic groups. 73.9% of this group were born in New Zealand.

### **Relationship with New Zealand**

The constitutional relationship with New Zealand is guided by the “Joint Statement of the Principles of Partnership between Tokelau and New Zealand” and the “Tokelau / New Zealand Joint Commitment for Development” The Economic Support Arrangement was designed in accordance with the Principles of Partnership and provides Tokelau with a framework for economic and administrative assistance. Error! Bookmark not defined.

Budget support from New Zealand amounts to around 60% of the Government of Tokelau’s total revenue. Recent reliance on New Zealand budget support has declined since Tokelau's fisheries revenues have increased from under NZD 1 million to 6 million per annum. Revenue reached a high of NZD 10.75 million in 2014/15. Tokelau also receives some revenue from coins, stamps and the sale of handicrafts.

### **Environment**

The three atolls are made of calcium carbonate coral reefs, sands and rocks. The soil is infertile and consequently only a few food crops can be grown. The atolls are low-lying and sit around 5 metres above mean sea level resulting in their vulnerability to the impacts of climate change and rise in sea levels.

Around 90 percent of Tokelau's electricity is now provided through solar photovoltaics. Diesel consumption has dropped from thirty drums to six drums per village per year.

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<sup>3</sup> Analysing 2014 imports from Samoa by Tokelau’s co-operative and bulk stores

## **Development partners**

The main development partner is the New Zealand Government; UNDP, WHO, AusAID, SPREP and other international and regional organisations have also contributed funds for projects.

New Zealand provides ongoing financial support as well as funding for development projects. Key projects include the construction of a new passenger cargo ship for Tokelau, the Mataliki, and charter of the PB Matua and some Samoan vessels in the interim; and ship-to-shore equipment and infrastructure. Taking into account projects and budget support, total funding for 2013/14 was over NZD 30 million.<sup>4</sup>

An International Trust Fund was established in 2004 to provide Tokelau with an independent source of revenue and now stands at NZD 79.7 million (estimated as at December 2014).

The UNDP has also funded projects such as the development of a good governance programme in conjunction with Massey University, New Zealand, the establishment of the internet through the telecommunications department of Teletok and support for sustainable energy use.

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<sup>4</sup> NZ Ministry of Foreign Affairs and Trade

### 3 Purpose of the Assessment and Framework Adopted

#### **Purpose of the Assessment**

Tokelau set up the NSO and appointed its first National Statistician in 2003. Regular population censuses have been undertaken since 1926. The NSO produced the first national statistics strategy for Tokelau in 2009 and from 2012/13 an annual Statement of Intent (SOI), based on the strategy, sets out the plan for the Tokelau statistical system. The SOI for 2013/14 was approved by the General Manager of the Council for the Ongoing Government and the Minister of Statistics and recommended that a National Statistics Development Strategy be produced.

The NSO has been making steady progress developing and implementing a statistics system and it is now timely to review the system and develop a national statistics strategy for the next 5-8 years.

#### **Framework Adopted**

The consultant engaged by PARIS21 spent five days in Apia to discuss with the National Statistician, the statistics advisor (seconded from SNZ), the General Managers of government departments and two of the three village general managers. This ensured that key stakeholders had an opportunity to identify the statistics they required and also provide information on their use of current statistical outputs. The information provided by stakeholders, available documentation and international indicator requirements were then used for the assessment.

Tokelau is in the process of developing a 15 year strategic plan which will be divided into three tranches of five-years. The recommendations in this report have been developed for completion within the next 5-8 years, towards the end of the second tranche. Given that Tokelau is developing its statistical system, this will be a good time to review progress and analyse next steps for the NSS. Tokelau is also committed to undertaking a Census in 2016 and this work will require most of the NSO's capacity.

The list of interviewees is provided in Annex 1.

The list of resources used for the assessment is provided in Annex 2.

## 4 Current State of the Tokelau Statistics System

### 4.1 Tokelau National Strategic Plan 2010 - 2015 (2016 interim)

This first TNSP builds on the strategic vision identified and used to establish the first Economic Support Arrangement (ESA) with New Zealand in 2007. This ESA has now been revised. A new TNSP is currently being developed and is likely to be available in mid-2016.

The TNSP 2010 – 2015 has a strategic vision of “Healthy and Active Communities and Opportunities for All”. The vision is supported by four strategic development goals:

1. **Good Governance** – Improved governance, public sector and financial management, and application of the rule of law
2. **Infrastructure Development** - Improved standard of living through adequate, reliable and efficient infrastructure
3. **Human Development** – Improved health and education and social well-being of our communities
4. **Sustainability** – Improved economic, cultural, environmental and spiritual sustainability

The components of each goal have a set of Key Objectives and Strategies as well as detailed targets and indicators. The TNSP that is currently being developed is likely to continue to have a focus on good governance, infrastructure development, human development and sustainability even if new goals and strategies are introduced. The TNSP 2010 – 2015 was the first Tokelau strategy and thus it is likely that the indicators will be revised in light of the experience of measuring and reporting on progress with the current set of indicators.

### 4.2 National Statistics Office strategy

The first strategic plan for the NSO was produced in 2009 for the years 2009-2013 and was developed with knowledge of the TNSP 2010-2015. Many but not all of the projects identified in the 2009 plan have been implemented. A Statement of Intent (SOI), based on the strategic plan, has been produced each year since 2012/13 and outlines current and future possible projects. The latest plan is a draft for the 2015/16 year.

Tokelau has produced Population Censuses since 1926, with the latest census being undertaken in 2011. A Consumer Price Index is now produced quarterly and the first HIES is in the field and the results will be published in mid-2016. It is intended that all of these collections will continue with the relevant technical support from partners. In addition, some initial work has been done to analyse imports from Samoa by the co-operative and bulk stores.

A Tokelau NCD Risk Factors STEPS report on the results of a 2005 survey was published in 2007. A second Tokelau STEPS survey was undertaken in 2014. A summary of the 2014 results is available but the full report has not yet been published.

The draft SOI for 2015/16 sets out the following priority areas:

- strengthening the role of the NSO
- leadership

- centralising core statistics functions
- capacity building

The strategy proposes that other priorities for the NSO include:

- working with the Tokelau Vital Statistics Committee to progress the CRVS project.
- progressing the development of International Merchandise Trade Statistics (IMTS), using the harmonised system
- creating a Demographic Health Survey, development and implementation of arrival and departure cards, an Energy Survey and GDP (This assessment does not recommend the Health Survey and the Energy Survey as a priority)
- continuing to provide technical assistance to government department staff and village administrators

#### 4.3 Previous reports on the Tokelau statistics system

This is the first external assessment of the Tokelau statistics system. The Pacific Statistics Strategy Action Plan Phase 1 (2011-2014) focused on the need to complete a CRVS system that could be used for the production of vital statistics and the need to upgrade training and provide technical assistance in web/design and data dissemination.

#### 4.4 Structure and resources

The NSO is a part of the Office of the Council for the Ongoing Government of Tokelau.

The NSO currently has 1.5 staff. The National Statistician and a full-time statistics advisor, seconded from SNZ, and whose salary is paid by the NSO. The current secondment finishes in September 2016. The National Statistician is also the Human Resources Manager for the Tokelau Office in Samoa and is in high demand for other government projects. The National Statistician is a member of the Pacific Statistics Steering Committee which helps set regional statistics priorities for member countries.

There is funding available for three staff and a recent recruitment process has resulted in the appointment of a Tokelauan graduate for a full-time trainee statistician position. The new appointee will start work at the NSO in January 2016.

An operating budget of USD 58 000 (approx.) is available for statistical operations in 2015/16.

#### 4.5 Statistics Rules (legislation)

The General Fono endorsed the Statistics Rules (equivalent to legislation) in October 2013 (See Annex 4). The Rules provide a robust legislative framework for Tokelau which allows the mandate for the statistics system to progress.

The Statistics Rules cover the following:<sup>5</sup>

- the functions of the statistical system including the responsibility of the NSO to co-ordinate statistical activities across government

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<sup>5</sup> Statistics Rules 2013

- the power to collect statistical information
- independence of the National Statistician and their office
- confidentiality of information
- a five yearly census of population must be undertaken in 2016 and continued every five years

The Fundamental Principles of Official Statistics have been embedded into the Statistics Rules.

#### 4.6 Outputs

The NSO is producing 3 critical sets of statistics on a regular basis.

##### **Population Census**

The 2011 census forms were based on the 2006 forms so that comparisons could be made between the two censuses. Some new content was added to take account of new technologies and needs i.e. internet and Sky television, reading and writing proficiency in both English and Tokelauan. The development of the census was managed by a Statistics New Zealand employee working in close association with the NSO. The overall Census Manager was the Tokelau National Statistician who was in contact with Tokelauan stakeholders.

The Census information was collected by a trained interviewer who lived on the same atoll as the interviewee. The use of interviewers meant that the response rate was very high and each form was quality checked after the interview. Statistics New Zealand processed the data using CSProv4.1 which was endorsed by the SPC as the standard processing system for all population statistics in the Pacific. An in depth report *“Profile of Tokelau Ata o Tokelau: 2011 Tokelau Census of Population and Dwellings Report”* included village profiles and was produced by Statistics New Zealand. Gender and age statistics are available from the Population Census.

The classifications used were primarily based on the 2006 Tokelau Census which was based on New Zealand standard classifications.

The Census covered standard census topics, and other topics needed for Tokelau decision making. It included questions on dwelling construction materials, sources of water and lighting, main means of cooking and rubbish collection, ownership of household items such as pigs and chickens, income and income sources, education, languages spoken and literacy, number of children born, ethnicity, religious affiliation, labour force status and occupation, unpaid work, smoking.<sup>6</sup>

##### **CPI**

The first CPI for Tokelau was produced for the September 2012 quarter with support from SNZ. CPI workshops took place in each village in 2013/14 to foster an understanding of the value of the CPI for decision making. It is processed using an excel spreadsheet.

Some goods are also purchased in Samoa and the Samoa prices used in the CPI are provided by the Samoa Bureau of Statistics. The CPI, including subgroups, is produced every quarter. The publication date is announced ahead of time and the figures are published on the Tokelau government website

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<sup>6</sup> Source: Profile of Tokelau Ata o Tokelau: 2011 Tokelau Census of Population and Dwellings Report

(tokelau.org.nz). Consideration will be given to rebasing the CPI when the first HIES results become available.

The main risk to the CPI is that the expertise is currently with the staff member who is a secondee from SNZ. The appointment of a statistics trainee will alleviate this situation but the number of staff will always result in certain vulnerability for meeting regular statistics schedules.

### **HIES**

The SPC has played a key role in the development and operation of the first HIES. The first round started in May 2015 and about half of the households in Tokelau are being interviewed during the four quarterly rounds. A detailed report is intended on being published in the middle of 2016 and to repeat the HIES every five years.

The HIES outputs will complement Census outputs and provide national statistics on paid and unpaid work, educational status, communication status (e.g. internet, mobile device), household composition, income, agricultural and forestry activities, fishing gathering and hunting activities, livestock and aquaculture activities, handicraft activities, details of household and individual expenditure. Village statistics will only be available to individual Taupulega to assist with policy development.

### **Imports**

Tokelau's main income sources come from New Zealand AID programme funding and fishing licence fees from the EEZ. There are a few other exports from Tokelau such as sales of stamps, coins and handicraft. However, these are a very small percentage of income sources compared to the income from New Zealand AID and fishing licences.

Some work has been undertaken to analyse imports for the 2014 year as part of a Statistics New Zealand Certificate in Official Statistics project. The project analysed the invoices from 2014 for the Tokelau co-operative and bulk stores which receive most of the imports in the three atolls. The International Classification of Individual Consumption According to Purpose was used. Some items such as whiteware and motor vehicles are missing from this first analysis as villagers tend to import these directly. This work has recently been released on the Tokelau website and is a good step to understanding Tokelau imports and international trade transactions.

## **4.7 ICT and data management**

The NSO uses the Tokelau government ICT system. CPI data is currently backed up from the office laptops to an NSO server so it can be retrieved if needed.

Census data for 2001 are held by SPC and data between 2006 and 2011 are held by SNZ. There is an agreement in place that SNZ cannot release data unless there is a written agreement from the Tokelau NSO. Arrangements are still being put in place for the management of the HIES data.

## **4.8 Relationship with data suppliers**

The NSO is proactive in promoting statistics and the use of statistics. There is no media in Tokelau and the Tokelau website (tokelau.org.nz) is used to provide information on statistical surveys and statistical results. After the 2011 Population Census, NSO staff travelled to the villages to present the

census reports and run data utilisation workshops. Similar workshops were held when the CPI was introduced.

#### **4.9 Potential of administrative systems to produce Statistics**

Many departments are currently implementing or have already implemented administrative databases for use by the relevant sector. As these databases progress, they will become more useful for statistical outputs at both the village and national level. The finance system uses Greentree software, the Department of Health uses the Medtech software and the Department of Education is implementing ETAP which is a teacher assessment and planning tool used in many New Zealand schools. There is potential for the NSO to work more closely with the relevant government departments as these databases develop so that they become more useful for the production of statistics.

#### **4.10 Relationship with data users and data dissemination**

The relationship with data users is very good. The NSO is based in Apia, Samoa, along with many other government offices, most of which also have employees in Tokelau. The number of government staff is small and everyone knows each other. Communication is also facilitated as all staff is located in the same building.

NSO staff frequently travel between Apia and Tokelau which allows for ongoing contact between the NSO staff and village and national decision makers based in Tokelau. NSO staff provides support and advice to both users and providers upon request. It is likely that requests for support will increase as more administrative data becomes available and the potential for providing statistics at both the village and national level increases. Village administrators and departmental staff want the NSO to continue to work with them to provide systems and support for statistical analyses. The National Statistics Office is seen as the main producer of official statistics.

#### **4.11 Relationship with Statistics New Zealand**

The NSO has a close relationship with Statistics New Zealand. The current and previous secondees from Statistics New Zealand have been paid for by the Tokelau government and have made a significant contribution to the development of the NSO. There are close working relationships with Statistics New Zealand staff that provide the NSO with advice, including technical advice, when requested. The National Statistician makes frequent visits to New Zealand to liaise with SNZ staff. The topics discussed include the CPI and Population Census which are supported by Statistics New Zealand as well as the suitability of trade statistics software developed by Statistics New Zealand for Tokelau's use.

#### **4.12 Role of statistical development partners**

The small size of the NSO means that there will always be some reliance on development partners such as SPC, Statistics New Zealand, WHO and others for technical assistance. Tokelau has made significant progress implementing surveys and providing statistical advice to users in Tokelau but needs ongoing methodological and subject matter support to ensure the production of trusted and internationally accepted official statistics.

## 5 Assessment Findings

### 5.1 Overview

The NSO has made significant progress since the first statistics strategic plan was developed in 2009. The Statistics Rules 2013 provide the legislative framework to support an NSS operating in a way that is consistent with the UN Fundamental Principles of Official Statistics. The NSO is also responsible for the co-ordination of Tokelau's statistical activities

Stakeholders support the NSO as the producer of core official statistics across all sectors. However, there is a need to strengthen the statistical capability of each sector to undertake the production of ad hoc statistics that are not available through the official statistics systems. The technical advice that is currently provided by the NSO is highly valued and demand is likely to grow as more administrative databases are implemented and become sources for statistical data.

As new surveys and statistical outputs have been developed, the needs of Tokelau and international agencies have been taken into account. This has resulted in Tokelau now being more visible in international comparisons, although there are still some significant gaps. When completed, the HIES will be a new source of data for Tokelau decision making and international comparisons.

The CPI is well established and is being produced quarterly. A decision will need to be made on the timeframe for rebasing when the HIES results are available. There is currently one staff member who understands the CPI processes and systems and there is an urgent need to train the new staff member to allow for available back up.

Tokelau has a very small population and so the number of staff employed will also be small compared to other national statistics offices, including others in the Pacific. The NSO will be able to make further progress when fully staffed. However, recruiting suitably qualified staff is challenging and the resignation of one staff member can have a significant temporary impact on capacity. It is likely that more capacity will be needed as the statistical system develops. The commitment to calculating a quarterly CPI and five-yearly Population Census (required in the Statistics Rules) and repeating the HIES means that priority should be given to these surveys rather than new developments.

The secondment arrangement with SNZ works well and new skills have become available to the NSO. The NSO recognises that responding to challenges is critical to its future. These include passing skills onto permanent staff and maintaining relationships with and support from statistics development partners such as Statistics New Zealand and SPC.

No official statistics are produced by departments other than the NSO. Statistics are extracted from administrative databases from time to time but most statistical outputs are based on the census, CPI, STEPS and statistics derived by international agencies.

There are administration systems currently being implemented in the education, health, transport and justice sectors that have the potential to provide statistics at both the national and village level. The production of official statistics from these systems is likely to be several years away but the involvement of the NSO now will facilitate the development of these datasets in the future. The

future use of administrative datasets will also require the NSO to have effective data management systems and the capability to effectively manage increasing volumes of statistical data as they become available.

Some new administration systems are needed to improve population statistics. In particular, the collection of arrival and departure information for travel between Samoa and Tokelau is critical for measuring permanent and long-term arrivals and departures to and from Tokelau. Such a collection would provide data on the number of babies. Mothers travel to New Zealand and other countries for maternity services and return to Tokelau to live. Many babies who grow up in Tokelau are born and registered in New Zealand. The number of births and deaths on Tokelau are recorded by the hospitals and a CRVS is not likely to be needed for basic birth and death information. There is however recognition on the value of having an established CRVS.

The Statistics Rules 2013 mandate for the NSO to co-ordinate statistical activities. There is currently no mechanism for this to happen. Future work to leverage the value of administrative systems as well as current survey development means that it is timely to give consideration to the establishment of an effective co-ordination mechanism. If a co-ordination committee is created then it could also play the role of overseeing the development of the TNSDS.

The ongoing statistics that are produced have all been developed with international partners. The CPI was developed with support from SNZ and is produced by the NSO. The Census was processed and analysed by SNZ. The HIES will be processed and analysed with assistance from the SPC. All of these statistics have used sound methodologies and standard classifications and are or will be available on the Tokelau government website. Tokelauans regularly access this site as the main source of information about Tokelau, given that there is no media. The NSO has visited the atolls to provide information and also can provide ad hoc tables if requested.

## 5.2 Data Gaps

The gaps that have been identified follow an assessment process involving stakeholders. Many of these gaps have already been noted in the TNSP and are thus known to Tokelau decision makers.

### **International Statistics Indicators**

Tokelau has a commitment to contribute to requests for statistics from international agencies. Many of these requests require data that Tokelau either does not have or are not relevant for its own decision making. As the national statistics system progresses, there is potential to provide more indicators and to embed their calculation into the statistical system.

A high level review of some international indicator series used to monitor and compare national development shows that some themes are not well covered in the current Tokelau statistics system. In particular, some core population indicators are not produced. There are limited statistics relevant to economic development, the environment, natural resources and poverty.

The above gaps are highlighted in the Tokelau Millennium Development Report 2012 and are the same gaps that are relevant for providing indicators for the Sustainable Development Goals. These gaps are also apparent in the National Minimum Development Indicators published by the SPC e.g. cultivable or arable land as a proportion of total land area, annual rate of deforestation.

The outcome of the 3<sup>rd</sup> International Conference on Small Island Developing States (SIDS Conference) held in Samoa in Sept. 2014 will also require statistics for monitoring purposes. The recommendations in this report are consistent with sections 112 – 115 (data and statistics) of the report.

The NSO should undertake an assessment of the indicators required by international agencies for monitoring international development and international comparisons. This would identify the indicators that Tokelau can provide, those which are useful and those where additional data needs to be collected. A balance needs to be achieved between the requests for data and the data that Tokelau needs for its own decision making.

## **Sustainable Human and Social Development Gaps**

### Population Measures

The development and implementation of arrival and departure cards and a system for accurately identifying the number of births and deaths on Tokelau would provide the data to produce an improved set of population statistics such as:

- Changes in the population and its structure between censuses
- Population projections for planning future services
- Life expectancy for monitoring improvements in the health of Tokelauans and comparing themselves to other countries
- The number of Tokelauans leaving from and returning to Tokelau permanently
- The number of tourists

It is also noted that arrival and departure cards could be used for biosecurity and health information.

### Poverty Indicators

Tokelau does not publish any poverty indicators. The measurement of poverty is not a priority for Tokelau given that it has a good standard of living. However, the Census and HIES should provide the data to produce a straightforward set of indicators to enable Tokelau to be visible when international indicators are published.

## **Sustainable Economic Development Gaps**

### Gross Domestic Product (GDP)

The latest Tokelau figure available for GDP is from 1993 and needs to be updated. A methodology for calculating GDP based on international standards but consistent with Tokelau's size and needs should be developed so that a regular, possibly annual, GDP can be produced. This will require advice from international experts on an ongoing basis. PFTAC has offered to assist with this work.

### International Merchandise Trade and Balance of Payments

Most of the goods needed by those living in Tokelau are imported. Many of these imports are done through the Tokelau co-operative and bulk stores. Statistics based on these imports are a good start to understanding total imports. For example, these statistics are important for analysing whether

consumption is consistent with good dietary and health requirements. A report that analyses imports into Tokelau by the co-operative and bulk stores (of which there is one on each atoll) was published on 18 November 2015.

Tokelau has some exports such as stamps, coins and handicrafts but most of the funds to purchase imports are originally sourced from fishing fees from the EEZ, benefits such as NZ superannuation, and direct New Zealand funding. The calculation of statistics on imports would be significant progress towards a comprehensive calculation of financial flows in and out of Tokelau.

The National Statistician also intends to investigate the use of PCTrade, the software designed and supported by Statistics New Zealand, to capture imports and exports data and produce reports.

### **Natural Resources and Environmental Gaps**

A set of statistics on natural resources and the environment are not readily accessible for Tokelau and are not routinely available in international indicators published by international agencies.

Natural resources and environmental issues that are in the TNSP or were mentioned as being of importance to Tokelau include fisheries, climate change, waste management, water management, disaster risk reduction,<sup>7</sup> food security, biosecurity and water management. The strategic plan for the “Sectors Under Economic Development, Natural Resources and Environment Strategic Plan” is available on the Tokelau government website and lists indicators to measure progress. Statistics that are needed to provide indicators to measure progress with the plan include:

- area planted in local crops
- area planted
- crop and animal diversity
- proportion of power created through renewable energy
- number of shipments of waste to Samoa
- quality of sanitation

General statements on progress with these are published but not in a way that would allow analysis over time. It is likely that the TNSP will be finalised in mid-2016 will also require natural resources and environmental indicators.

Tokelau is producing some statistics. For example, statistics on water, sanitation and waste management were published after the 2011 Population Census. The need for these statistics was identified in the current TNSP and the Census was identified as a suitable survey for collecting this household based data. However, it is not easy to identify what statistics could be made available and which further data still needs to be collected for Tokelau decision making.

The first stage of developing a cohesive set of natural resources and environmental statistics is the development of a statistical framework. The framework should draw on available strategies and identify themes and a list of indicators required for each theme. It is recommended that the framework be developed so that gaps can be filled over time as resources and data sources become available.

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<sup>7</sup> Strategy for sectors under Economic Development, Natural Resources and Environment

## 6 SWOT Analysis

### Strengths

- Robust Statistical Rules (legislation) that provide a sound legislative environment for the Tokelau statistics system
- The NSO has demonstrated its value through steadily increasing the range of published statistics and providing valued statistical advice to decision makers
- Administrative systems are being implemented that will have future value for the statistics system
- Strong relationships and communication with decision makers and communities
- Strong relationships with and support from Statistics New Zealand, SPC, WHO and other international agencies
- Trained and experienced interviewers available on each atoll

### Weaknesses

- Small staff numbers mean that impact of staff changes can be high
- Staff numbers currently too small for the secondee to transfer skills
- Reliance on partners for unpaid technical advice, support and analysis
- The development of the statistics system will depend on the availability of funding to recruit additional staff
- No statistical ICT and data management systems

### Opportunities

- Strong support from government to develop the NSS
- Leveraging of administrative data for statistical purposes
- Potential for increased outputs if NSO at full strength (3 staff)
- Embedding production of Tokelau and international indicators into new surveys and systems as they are developed
- Development of new statistical outputs that are 'fit for purpose' for Tokelau and respond to national, regional and international data needs
- Timing of the next TNSP and the NSDS should coincide

### Threats

- Priority needs to be given to ongoing statistical commitments resulting in a lower priority for statistical developments when staff changes

## 7 Recommendations

The following recommendations are based on the above assessment. They take into account the size of the NSO as well as ongoing statistical commitments such as the Population Census in 2016. The recommendations should also be reviewed when the TNSP is finalised in mid-2016.

### **NSDS Development**

- Develop an NSDS which takes into account the gaps identified in this assessment
- Analyse timeframes for the development of the TNSDS and Tokelau's capacity by first responding to national development priorities

### **Co-ordination and Management of the NSS**

- Implement a co-ordination mechanism for the NSS (See Annex 3 for a suggested mechanism)

### **Addressing the Gaps**

- Identify the statistical indicators required for the second TNSP when it is released in mid-2016 and build into the statistical system as opportunities arise
- Evaluate regional and international requirements for statistical indicators and build into the statistical system as appropriate
- Develop a straightforward measure of poverty
- Identify statistically sound methods for measuring births and deaths in Tokelau and the measurement of permanent and long-term departures to and from Tokelau (likely to need the introduction of a migration card)
- Develop a system to produce international trade statistics and if possible Balance of Payments measures
- Develop an annual GDP measure
- Develop a statistical framework for environmental and natural resources statistics
- Evaluate ICT and data management requirements and implement new systems

## Annex 1

### Interviewees

Kele Lui, National Statistician

Joe Suveinakama, Advisor (former GM, Apia)

Heto Puka, Acting GM, Apia/Director of Finance

Dr. Silivia Tavite, Director of Health

Asofa Fereti, Director of Transport and Support Services

Hina Kele, GM, Taupulega Office, Fakaofu

Tino Vitale, GM, Taupulega Office, Nukunonu

Tiso Fiaola, Strategic Planning Adviser

Tealofi Enosa, GM, Teletok

Seiuli Junior Aleta, Director of Education

Mika Perez, Director of Economic Development, Natural Resources and Environment

Lise Suveinakama, Legal Advisor and NGO Co-ordinator

Dr Jaap Jasperse, NSO

Sala Georgina Bonin, UNDP, Apia

Jonathan Kings, Deputy Secretary, International Development Group, Ministry of Foreign Affairs and Trade, New Zealand

Linda Te Puni, Acting Administrator of Tokelau, International Development Group, Ministry of Foreign Affairs and Trade, New Zealand

## Annex 2

### List of Resources

Analysing 2014 imports from Samoa by Tokelau's co-operative and bulk stores

Government of Tokelau website <http://www.tokelau.org.nz/>

Joint Statement of the Principles of Partnership between Tokelau and New Zealand

National Policy for Women of Tokelau 2010 -2015

New Zealand Aid Strategic Plan 2015 – 2019

NZ Ministry of Foreign Affairs and Trade

Pacific Multi-Country CPF Document 2013 – 2017, FAO

Samoa Pathway Outcome Document

SPC - Pacific Statistics Strategy Action Plan (2011 – 2014)

SPC - Statistics 2020 – Developing Sustainable National and Regional Statistical Capacities

Ten Year Pacific Strategy Oct 2014

TNSO Strategic Plan 2009 – 2013

TNSO Draft Statement of Intent 2015/16

TNSO Statement of Intent 2013/14

Tokelau Education Sector Strategic Plan 1 July 2008 – 30 June 2014

Tokelau / New Zealand Joint Commitment for Development

Tokelau 2nd STEPS Survey 2014 Fact Sheet

Tokelau consolidated Sector Report for Period up to 30 June 2015 (Office of the Council for the Ongoing Government of Tokelau)

Tokelau Millennium Development Report 2012

Tokelau National Strategic Plan 2010 – 2015 (2016)

Tokelau NCD risk factors STEPS report 2007

Tokelau Statistics Rules 2013

Tulafono Fakavaea Tokelau Constitution of Tokelau

UNESCAP Core set of Economic Statistics

## Annex 3

### NSS Co-ordinating Committee

The current work that sets up the necessary administrative databases and administrative systems to produce official statistics requires a co-ordination mechanism. If a co-ordination committee is set up then it could also play the role of overseeing the development of the TNSDS.

Consideration should be given to setting up a cross-governmental committee of national and village general managers and directors chaired by the National Statistician. The purpose is to co-ordinate the statistical system and to develop cross-governmental proposals to the Council for the Ongoing Government for strengthening the Tokelau statistical system, including agreeing on statistical policy. A secondary purpose would be to oversee the development of the TNSDS.

The expected outcomes are:

- Strengthen the TNSO to produce official statistics and statistical surveys
- Strengthen the statistical capability of government departments and villages through the provision of technical assistance and statistical policy

Consideration should be given to having the committee meet every six months to discuss statistical activities that have been proposed by the chair. This would include the potential for the production of statistics from administrative systems.

## Annex 4

### Tokelau Statistics Rules (2013)

#### **1 Name**

These are the Statistics Rules 2013.

#### **2 Interpretation**

In these Rules –

“administrative source” means a register of data, which could be viewed as a source of information for official statistics;

“Council” means the Council for the Ongoing Government of Tokelau;

“dwelling” means any building or erection, whether permanent or temporary, which is wholly or partly used for human habitation; and includes a vessel or aircraft at any island of Tokelau, or on a passage between any of those islands;

“form” means any book, document, form, card, tape, disc, or storage media on which the information required is entered or recorded, or is required to be entered or recorded for statistical purposes under these Rules;

“government department” means any department, agency, or division of the Government of Tokelau and includes any village;

“Minister” means the Minister responsible for Statistics;

“Office” means the Tokelau National Statistics Office;

“official statistics” means statistics derived from statistical surveys under these Rules, and administrative and registration records and other forms, the statistical analysis of which is published regularly by a government department or could reasonably be published regularly by a government department;

“statistical survey” means a survey of undertakings or of the public in Tokelau, whereby information is collected from all persons in a field of enquiry or from a sample of them, by a government department under these Rules, wholly or primarily for the purpose of processing and summarising by appropriate statistical procedures and publishing the results in statistical form;

“undertaking” means any business enterprise operating in Tokelau whether publicly or privately owned and any institution operating in Tokelau whether church, community organisation, school, or hospital.

#### **3 The role of the National Statistician**

(1) (i) The Council must appoint a National Statistician.

(ii) The National Statistician will be the administrative head of the Office and have the functions, duties, and powers imposed on the National Statistician by this or any other Rule.

(2) The National Statistician has responsibility for deciding the procedures and methods employed in the provision of any statistical survey undertaken by the Office, and deciding the extent, form, and timing of publications of those surveys.

(3) (i) Notwithstanding para (2), the Council may direct the National Statistician to either collect or cease collection of a specific statistic.

(ii) The National Statistician can publicly state that he or she was directed to either collect or cease collection of a statistic, if he or she chooses to do so.

#### **4 Interaction with other government departments**

(1) (i) The National Statistician can ask government departments for information regarding the concepts, classifications, forms, methods, and procedures used in official statistics.

(ii) The head of each government department must advise the National Statistician of any new official statistics or substantial alteration to existing official statistics in relation to their department.

(2) (i) The National Statistician is authorised to access administrative sources kept by other government departments for the purpose of producing official statistics by the Office.

(ii) Data from administrative sources used by the Office in official statistics must be kept separately from the administrative source and be considered as data collected under these Rules.

#### **5 Employment in the Office**

Anyone employed in the Office can perform such functions, exercise such powers, and is subject to the duties of the National Statistician as directed by the National Statistician.

#### **6 Duties of the National Statistician**

The National Statistician shall -

(i) collect, compile, analyse, publish, and disseminate, with or without comment, official statistics; and

(ii) advise the Minister on statistical matters and confer with other government departments in forming the advice; and

(iii) keep the Minister informed of the statistical projects of other government departments and where appropriate after consulting the government department provide a report to the Minister on the purpose, methodology, and usefulness of any existing or proposed official statistics; and

(iv) provide advice to government departments on their statistical projects and promote the observance of statistical standards by those government departments; and

(v) consult with government departments on the need for, scope, procedure, and form of any official statistics to be carried out by the government departments and provide a report to the Minister on the necessity for, scope, and method of the official statistics, and the responsible government department; and

(vi) define and promote standards for use in official statistics; and

(vii) examine and comment on the validity or interpretation of any official statistic as the National Statistician deems necessary.

## **7 Census of population and dwellings and the population count**

(1) The National Statistician must:

(i) arrange for the taking of a census of the population and dwellings of Tokelau in 2016 and every fifth year afterwards; and

(ii) arrange for the taking of a count of the population of Tokelau before 31 December in the year prior to a national election for the purposes of meeting the electoral requirements of the Tokelau Election Rules.

(2) The date for taking of the Tokelau Census of Population and Dwellings must be set by public notice by the National Statistician after consultation with the Council.

## **8 Declaration of secrecy**

(1) Anyone undertaking work for, or on behalf of the National Statistician, whether employed in the Office or other government department must, before commencing work, make a declaration of secrecy for life in the form set out in the schedule to these Rules.

(2) Any person, whether a Tokelau public servant or not, who is likely in the course of carrying out their terms of work with Tokelau to have access to information collected under these Rules must make a declaration of secrecy for life in the form set out in the schedule to these Rules.

(3) Anyone who makes a declaration under para (1) or para (2) shall be deemed to be an employee in the Office for the purposes of Rules 11(2), 11(3), 13, 16, and 19(1) in relation to the statistical collection with which they are associated.

(4) Every declaration made for the purposes of these Rules must be archived by the National Statistician.

## **9 Official statistics and coordination**

(1) Official statistics can be collected to provide information required by the General Fono, Council, government departments, village councils, undertakings, and the general public for the purpose of making policy decisions and to facilitate the appreciation of economic, social, demographic, and other matters of interest.

(2) In order to coordinate as effectively as possible and to make the best use of the official statistics produced and also to avoid unnecessary duplication of requests for information, all official statistics are subject to these Rules.

#### **10 Statistical surveys and censuses**

(1) A statistical survey or census by the Office can be made only with the written approval of the Council unless otherwise allowed under these Rules.

(2) The National Statistician can design and designate appropriate forms for collection of statistics by the Office and state the instructions and procedures necessary for the proper distribution, filling in, and return of the forms.

#### **11 Security of information**

(1) Information provided to the National Statistician under these Rules must be used by the National Statistician only for statistical purposes.

(2) No person, except those considered employees in the Office under these Rules, shall be permitted to see any individual form or any answer to any question collected under these Rules except for the purpose of prosecution under these Rules.

(3) Other than for the purpose mentioned para (2) no information contained in any individual form and no answer to any question collected under these Rules can be published or disclosed to any undertaking or person other than under these Rules, nor to a person who has not signed a declaration under these Rules.

(4) All official statistics must be published in a manner as to prevent any information published from being identifiable by any person as particulars relating to any one person or undertaking unless:

(i) that person, or person or body responsible for the undertaking, has consented to their publication in that manner or has already permitted their publication in that manner or

(ii) their publication in that manner could not reasonably have been foreseen by the National Statistician.

(5) No information provided under these Rules can be disclosed or used as evidence in any proceedings except under para (2).

(6) No person who has made a declaration under Rule 8 can be compellable in any proceedings to give evidence regarding information returned under these Rules except under para (2).

## **12 National Statistician can disclose some information**

Notwithstanding Rule 11 the National Statistician may disclose:

- (i) information supplied by a person or undertaking in respect of which disclosure is consented to in writing by the person, or person or body in charge of the undertaking;
- (iii) details of external trade, movement of ships and aircraft, and cargo handled at ports;
- (iv) individual forms from the census of population and dwellings 80 years after the census took place;
- (v) unit record information to other government departments or international statistical organisations for demonstrable statistical purposes, if –
  - (a) disclosure of information satisfies the requirements of these Rules; and
  - (b) the information published does not disclose more than the National Statistician would disclose; and
  - (c) proper security and privacy measures are in place as decided by any policy set down by the National Statistician and the National Statistician is satisfied with the purpose for which the information is requested; and
  - (d) custodianship of the information remains with the National Statistician.

## **13 Breach of the declaration of secrecy, or privacy of information**

Any person who in the execution of any duty, exercise, power, or function under these Rules commits an offence and is liable on conviction to a fine not exceeding three penalty units, or community service not exceeding 3 months, who:

- (i) after having made the declaration described in Rule 8 fails without lawful excuse to carry out the duties under these Rules, or knowingly makes any false declaration, statement, or return; or
- (ii) in the performance of his/her duties obtains or seeks to obtain information which they are not authorised to obtain; or
- (iii) knowingly fails to keep the secrecy of the information gathered or entered on the forms collected by the National Statistician under these Rules; or
- (iv) divulges the contents of any form filled in or any information given to the National Statistician under these Rules.

## **14 Persons to fill in forms**

Every person from whom information is requested for the purposes of any statistical survey made under these Rules must to the best of their knowledge and truthfully, when required to do so by the National Statistician, fill in and supply information in accordance with the instructions provided by the National Statistician.

#### **15 Neglect or refusal to supply information**

(1) Any person who neglects or refuses to fill in and supply information on, or required by, a form sent or given to them by the National Statistician under these Rules is liable on conviction to a fine not exceeding two penalty units, or, in the case of an undertaking to a fine not exceeding three penalty units.

(2) Any person convicted under para (1) shall still be required to fill in and supply information on, or required by, the form sent or given to them by the National Statistician under these Rules.

(3) If after 15 working days, a person convicted under para (1) has failed to fill in and supply information on, or required by, the form sent or given to them by the National Statistician, that person commits a further offence under para (1)

(4) Where the National Statistician requests information on a voluntary basis, a person who fails to provide the information commits no offence under para (1).

#### **16 False statement**

Any person who knowingly makes a false statement or provides false information required on, or by a form, sent to them by the National Statistician under these Rules is liable on conviction to a fine not exceeding two penalty units, or, in the case of an undertaking to a fine not exceeding three penalty units.

#### **17 Mutilation or defacement of forms**

Any person without lawful excuse who destroys, defaces, removes or mutilates a form, or information on, or required, by a form sent to them by the National Statistician under these Rules is liable on conviction to a fine not exceeding two penalty units.

#### **18 Obstruction of the National Statistician**

(1) Any person who interferes with, hinders, or obstructs the National Statistician, or any employee of the Office in the exercise of the powers under these Rules commits an offence.

(2) Any person who commits an offence under para (1) is liable on conviction to a fine not exceeding three penalty units.

#### **19 Impersonation**

(1) Any person who is not employed by the National Statistician under these Rules and by words, conduct, deed, or demeanour pretends that they are employed by the National Statistician under these Rules or assumes the name, designation, or description of someone who is employed by the National Statistician under these Rules commits an offence.

(2) Every person who commits an offence under para (1) is liable on conviction to a fine not exceeding three penalty units, or community service not exceeding 3 months.

**20 Limitations of prosecution**

No prosecution in relation to an offence under these Rules can be commenced later than 12 months from the time the National Statistician becomes aware of the offence.

**21 Repeal**

The Census Rules 1961 are repealed.

