Government of Tonga

TONGA STRATEGIC DEVELOPMENT FRAMEWORK 2035

A resilient Tonga by 2035,
grounded on God and Tonga as our inheritance

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Foreword

It is with great honour that I present the Tonga Strategic Development Framework 2035 (TSDF 2035) for the period 2025 to 2035. This framework sets out a clear and deliberate course toward building a stronger, more resilient Tonga by 2035.

TSDF 2035 reflects our shared development aspirations. It rises above political cycles because resilience, prosperity, and unity are national necessities. Grounded in God and Tonga as our inheritance, TSDF 2035 recognises our strength has always come from our culture and from working together. But aspiration alone is not enough.

The more fundamental question is not what we want to achieve, but how we will get there.

Achieving the national outcomes of TSDF 2035 demands more than identifying priorities on paper. The pressures facing Tonga are real. The rising cost of living, energy security, climate impacts, employment opportunities for our youth, and the affordability of essential services weigh heavily on our people.

If we are serious about expanding opportunity, reducing costs, improving services, we must move decisively beyond business as usual. We must embrace technology and innovation as practical instruments of change – to improve efficiency, reduce costs, and overcome the structural challenges of scale and distance. At the same time, we must remain outward-looking and strategically aware, ensuring that we leverage global shifts and emerging opportunities to our advantage.

Our ocean, renewable energy potential, and commitment to sustainability should underpin our development priorities. If harnessed with discipline and foresight, they can strengthen energy security, lower the cost of living, and position Tonga as a confident and proactive actor in regional and global policy spaces. Being deliberate and, where possible, at the forefront of leadership in key areas – can generate real economic and strategic dividends.

The consultations and technical work underpinning TSDF 2035 have been extensive. Monitoring mechanisms and implementation tools are in place. Yet these instruments alone will not deliver change. Progress will depend on disciplined choices and sustained hard work.

Reform must begin within our own institutions. We must improve efficiency across the public sector and eliminate delays that erode progress. We must strengthen performance and good governance, and pursue smarter, more effective ways of delivering for our people. This responsibility begins with this Government, and it must be sustained by successive governments, the private sector, civil society, and every citizen. Our continued cooperation with our development partners will also be critical.

Building a resilient Tonga by 2035 will not happen automatically. It will happen because we choose to act differently – to demand higher standards, and to support one another in the process. Reform without unity will fail. Unity without reform will stagnate. We need both over the next decade.

TSDF 2035 is our collective commitment to do better. That is the task before us. And that is the promise we must now deliver.

God and Tonga is our inheritance.

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Lord Fakafanua

Prime Minister of Tonga

Acknowledgements

Contents

Abbreviations

AGO	Attorney General's Office
AMP	Asset Management Plan
DFAT	Australia's Department of Foreign Affairs and Trade
DRM	Disaster Risk Management
GGGI	Global Green Growth Institute
GPA	Government Priority Agenda
HMAF	His Majesty's Armed Forces
HMDS	His Majesty's Diplomatic Services
HMP	His Majesty's Prisons
ICT	Information and Communication Technology
KPIs	Key Performance Indicators
LA	Legislative Assembly
LECRD	Low Emissions Climate Resilient Development
MAFF	Ministry of Agriculture, Forestry and Food
MDAs	Ministries, Departments and Agencies
MEIDECC	Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change & Communications
MELAR	Monitoring, Evaluation, Learning, Action and Reporting
MET	Ministry of Education and Training
MFAT	New Zealand's Ministry of Foreign Affairs and Trade
MIA	Ministry of Internal Affairs
MLSPNR	Ministry of Lands, Survey, Planning and Natural Resources
MOF	Ministry of Finance
MOFish	Ministry of Fisheries
MOH	Ministry of Health
MOI	Ministry of Infrastructure
MOJ	Ministry of Justice
MOP	Ministry of Police
MOT	Ministry of Tourism
MPE	Ministry of Public Enterprises
MRC	Ministry of Revenue and Customs

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MTED	Ministry of Trade and Economic Development
NCDs	Non-Communicable Diseases
NGOs	Non-Governmental Organisations
NIIP	National Infrastructure Investment Plan
NPD	National Planning of the Prime Minister's Office
NRBT	National Reserve Bank of Tonga
OACC	Office of the Anti-Corruption Commissioner
OEC	Office of the Electoral Commission
OOO	Office of the Ombudsman
PC	Privy Council
PEs	Public Enterprises
PO	Palace Office
PMO	Prime Minister's Office
PSC	Public Service Commission
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Relevant and Realistic, Time-bound indicators and targets.
TAL	Tonga Airport Limited
TFES	Tonga Fire and Emergency Services
TNU	Tonga National University
TOAG	Tonga Office of the Auditor General
TPA	Tonga Ports Authority
TSD	Tonga Statistics Department
TSDF 2035	Tonga Strategic Development Framework III
TWA	Tonga Waste Authority
TWB	Tonga Water Board
TWICT	Tonga Women in ICT
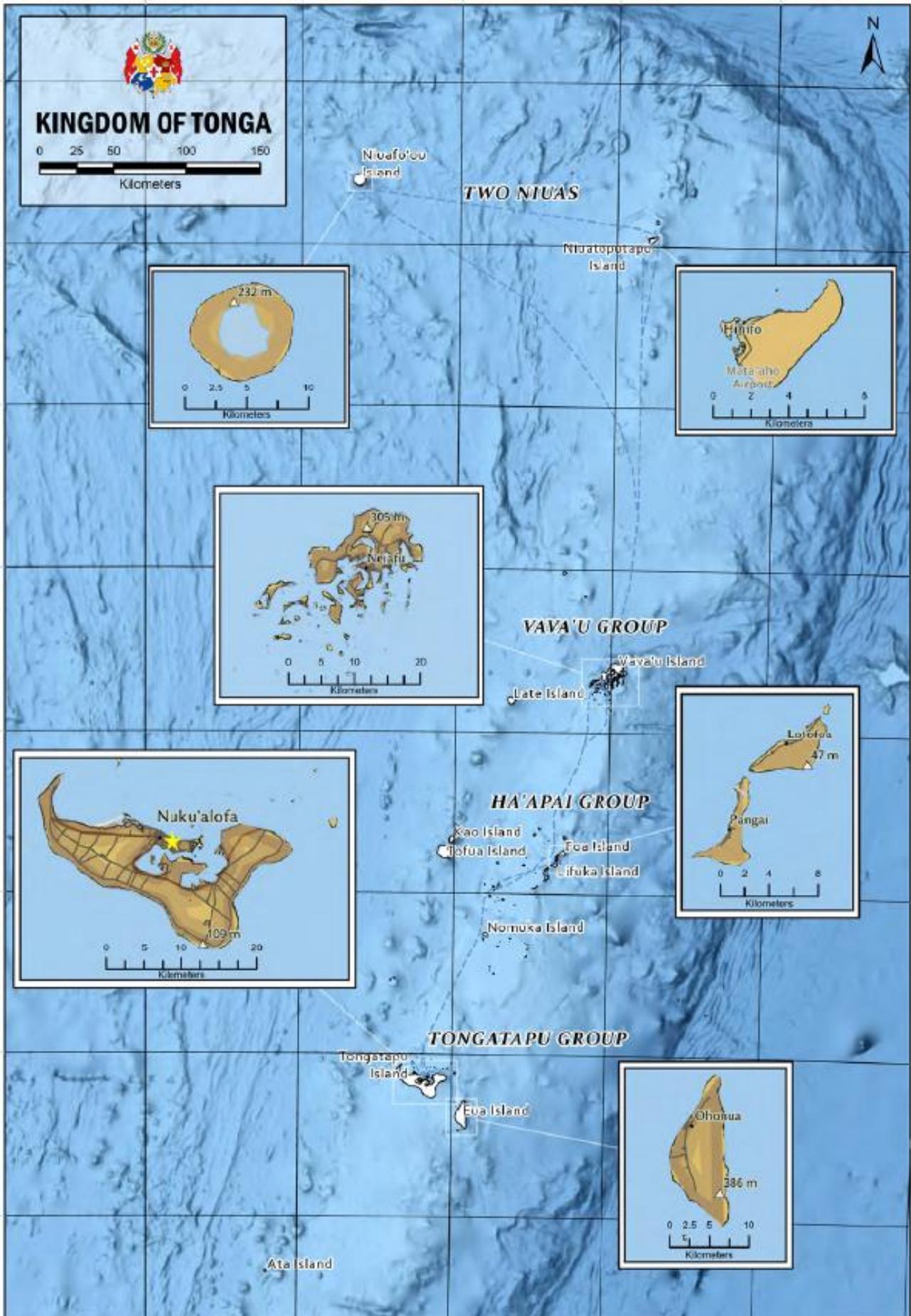
Photo credit: © MEIDECC, Government of Tonga

Executive Summary

The third Tonga Strategic Development Framework (TSDF 2035) continues to build on the two earlier TSDFs, as our long-term strategy for improving our economic, social, and environmental well-being, to be achieved through transformation of our strategic approach, good governance, and inclusive policies over the period 2025-2035. TSDF 2035 has been developed through consultative processes involving stakeholders across Government and Tongan society.

Input from these consultations has guided the adoption of an updated approach and a revised structure to the TSDF 2035 as it builds on the work of its predecessor the TSDFII. Key changes include streamlining the TSDF 2035 document to shorten the page count by moving reference material into separate standalone documents that provide further detail on the development and guidance for the implementation TSDF 2035.

Our Vision: by 2035, is for a resilient Tonga, grounded on "God and Tonga as our inheritance". This vision fosters an empowered, peaceful, adaptable, secure, equitable, and prosperous nation. Our resilience will continue to be shaped by Tongan spiritual values, knowledge, and cultural practices. We will utilise natural resources and intellectual property, combined with modern skills, to create innovation relevant for Tonga. TSDF 2035 promotes collective, responsible, and honest leadership, encouraging partnerships to address urgent challenges, particularly climate change. Each generation will respect, benefit from, and pass on a strong, inclusive, and sustainable inheritance under actions that are grounded in God's spiritual guidance and direction. A strong foundation of traditional and spiritual values, evolved out of the reform initiated by King Tupou I, should guide these actions, blended with the modern approaches needed to operate and manage an increasingly complex world.

Loto'i 'ofa fonua 'a e Tonga embodies the essence of being Tongan, a profound love for Tonga, its land, people, ancestors, way of life and future. This influences our performance, interactions, collaborations, and mutual care, guided by faa'i kavei koula, the four core Tongan values. These values: loto tō (spiritual humility), faka'apa'apa (respect with sacred wisdom), mamahi'i me'a (loyalty and passion), and tauhi vā (relationality or relational care) – form the cultural basis of Tonga's national identity and behaviour. In the context of TSDF 2035, these values are vital for upholding the cross-cutting principles of people-centred, culture and faith-based, inclusive, sustainable, and resilient development.

The cascading planning system and TSDF logical framework builds on the earlier work, guided by these values and key principles.

To improve the framework, the previous Organisational Outcomes—grouped under Pillars—have been replaced with Sector Outcomes, grouped under Broad Sectors. These now provide the link from organisations to the National Outcomes (NO).

The two key mapping tables—linking Sector Outcomes to National Outcomes and to key organisations—have been updated, taking into account changes to the structure of government over the past ten years.

A proposed Monitoring Evaluation Learning, Action and Reporting (MELAR) framework, incorporated into Government's existing reporting system and coordinated by the National Planning of the Prime Minister's Office (NPD) and underpinned by new planning legislation, is outlined.

The TSDF 2035 remains the overarching national framework at the apex of the planning system. It is guided by our national vision which provides the high-level impact we seek. It guides the formulation of shorter-term sector and organisational plans to achieve the seven national outcomes by 2035:

National Outcome 1: National Resilience and Climate Adaptation Strengthened, where all sectors are better prepared for disasters and climate impacts, supported by enhanced disaster risk management, resilient infrastructure, dynamic financial systems, and modern communication networks that can withstand environmental, health and economic shocks and enhance recovery.

National Outcome 2: People and Communities Empowered, where all our people, children, youth, women and men, and especially Tonga's most vulnerable groups, experience improved well-being through equitable access to quality education, healthcare, and social protection, enabled by inclusive policies and targeted support.

National Outcome 3: Inclusive Economic Growth Fostered, where local economies across all islands are strengthened through increased access to decent employment and expanded opportunities for entrepreneurship serving all consumers.

National Outcome 4: Tongan Culture Utilised and Promoted, where traditional knowledge, language, and cultural practices are preserved and valued, with cultural values meaningfully integrated into national development planning and education systems better able to absorb and integrate new skills and approaches into the Tongan way.

National Outcome 5: Governance Enhanced, where Tonga maintains a high-trust, inclusive governance system that empowers citizens, ensures accountability, and delivers effective services to all the people throughout the country.

National Outcome 6: National Security and Sovereignty Safeguarded, where citizens live in a safe and resilient society, protected from internal and external threats, fostering peace, stability, and enabling sustainable development.

National Outcome 7: Sustainable Resource and Environment Management Ensured, ecosystems and natural resources — including land, water, lagoons, and oceans — are sustainably managed and restored to support a resilient economy, thriving communities, and the protection of our inheritance.

Strategic pathways serve as the enablers and tools that make progress possible, encompassing both the means (investment, financing, policy into action, community engagement and MELAR) and human capital (research knowledge and innovation) for development. These six pathways are crucial for driving us forward to our national outcomes over the next 10 years, as summarised in Figure 1. At the center is the Vision, which is supported by our high-level results, the national outcomes. Progress, during implementation, towards these outcomes is enabled via these six pathways:

1. **Investment and leadership:** A strong government investment and leadership commitment in TSDF 2035 will keep Tonga's canoe steady, guiding it toward resilience while avoiding drift or waste.

2. **Partnership and collaboration:** Collaborative partnership provides energy, such as financing, to move forward. Just as wind carries the canoe across the ocean, strong alliances and resources propel Tonga toward its 2035 vision.

3. **Policy into action:** Policies are like paddles; they only work when put into the water. The policy turns plans into motion, ensuring ideas translate into tangible progress for every community.

4. **Research knowledge and innovation:** Navigators read the stars, charts the seas, and blends old wisdom with new tools. Research knowledge, human capacity and innovation ensure Tonga finds innovative solutions while honouring traditional knowledge.

5. **Community engagement:** The crew paddles together, each person contributing strength and rhythm. Community and cultural engagement ensure that all Tongans move in harmony, sharing responsibility and ownership of development.

6. **MELAR:** Just as sailors check the stars and sea currents to stay on course, MELAR helps Tonga track progress, learn, and adjust. It keeps the canoe aligned with the vision, no matter what waves or winds arise.

Figure 1: Strategic Pathways supporting our work towards the National Outcomes and Vision
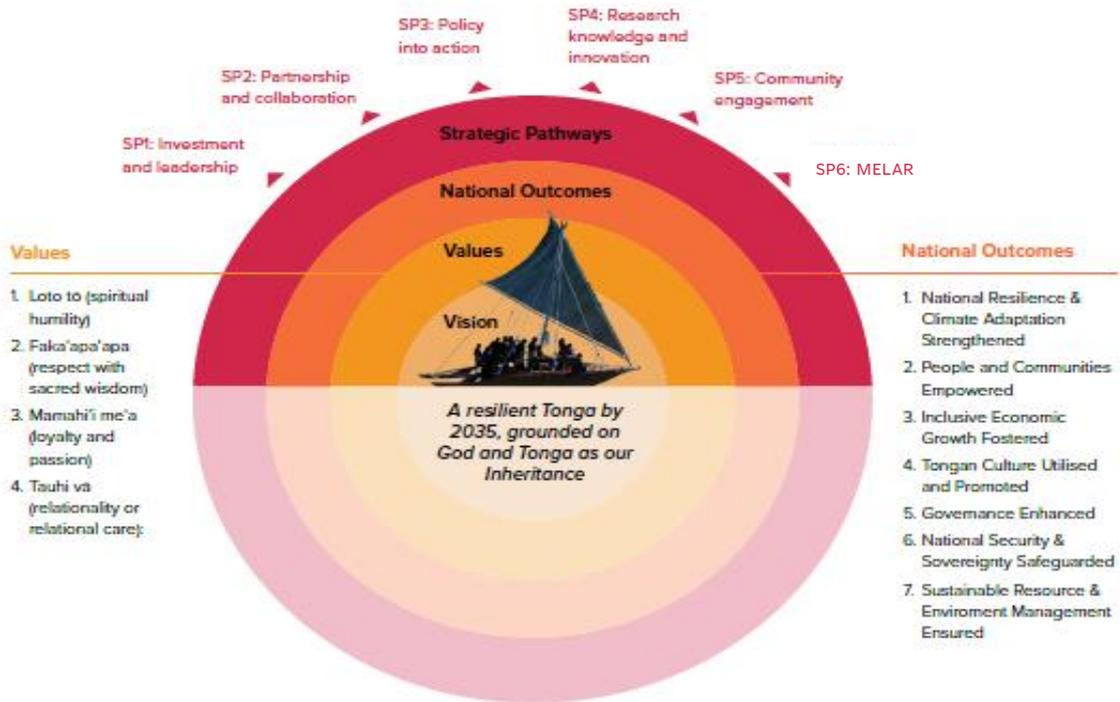
With God and Tonga as our inheritance, these pathways will lead us safely and prosperously towards a resilient society.

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Our vision by 2035

Tonga will be a resilient nation,
With God and Tonga as our inheritance,
where the strength of our spiritual faith,
the richness of our culture,
the wellbeing of our people, and
the stewardship of our natural resources
form the foundation of a sustainable and
secure future for generations to come.

Government of Tonga

Our Core Tongan Values

As people of Tonga, our values provide the foundation for our vision and development

Loto tō (spiritual humility): encapsulates a profound form of spirituality that enable leaders to connect with people on a deeper level, guiding decisions and actions with integrity and honesty. It is fundamental to ethical development and leadership practices. It can serve as a transformative strategy in everything we do. By embracing loto tō, leaders can better align their decisions, policies, and service delivery with the public interest, thereby achieving more ethical and impactful results.

Fakaʻapaʻapa (respect with sacred wisdom): is a practice deeply rooted in respect with sacred wisdom, valuing the spiritual faith of the Tongan Way. It involves letting go of self-development through active listening and prioritising the collective. This enables us to learn from our ancestors and leaders, applying their wisdom to benefit our people, natural resources, and environment at any given time. Fakaʻapaʻapa fosters trust, social order, legitimacy, and stability within institutions and various contexts.

Mamahiʻi meʻa (loyalty and passion) signifies loyalty and passion in action. It reflects a deep commitment to our work and duties for the community's benefit. This value encourages us to excel in tasks, maintain effort, persevere in obligations, and let our performance speak for itself. It is crucial for all of us to demonstrate this in our service for the country.

Tauhi vā (relationality or relational care): is essential for building strong and sustainable communities by fostering long-term relationships rooted in love. Love shapes spiritual humility, respect with sacred wisdom, and reciprocity. By promoting tauhi vā for development, it provides a strong foundation for families, villages, government ministries, non-government organisations, development partners, and future generations. Practicing tauhi vā with love indicates how to extend and revert these qualities to others in love.

1. Structure of Tonga's Planning System

This section outlines Tonga's cascading planning system, illustrated in Figure 2. This is structured to support the TSDF 2035 results framework. Each level contributes to and is guided by the one above, ensuring coherence across government priorities, sector strategies, and local development plans. The system is integrated with the MELAR framework to ensure effective implementation, accountability, and continuous improvement – as well as clear roles and responsibilities for each organisation.

Figure 2: Government of Tonga's Cascading Planning System
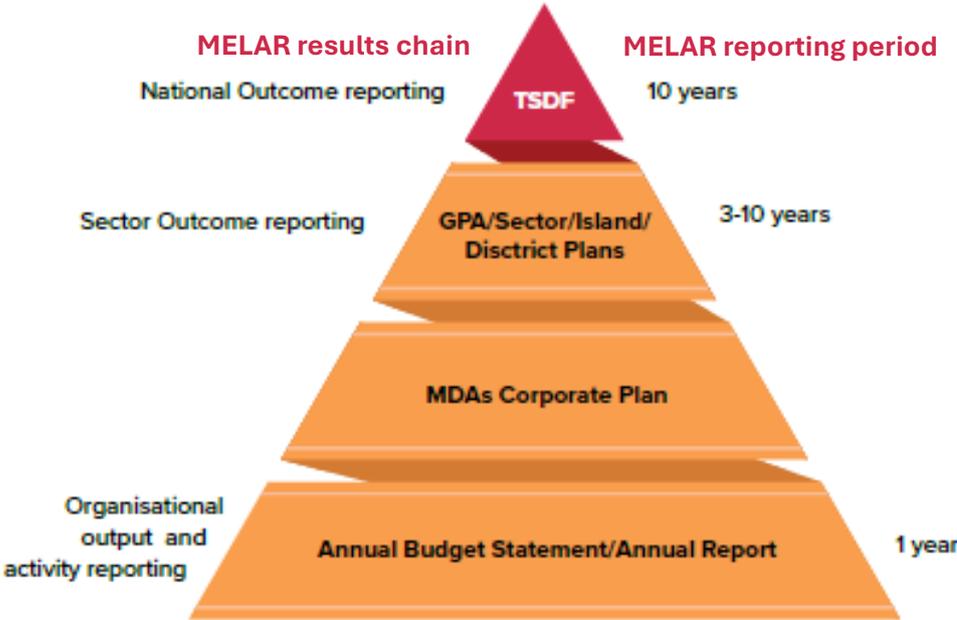
TSDF 2035 sits at the apex, setting the national vision, outlining the overall impact that we seek. This guides the National Outcomes and Sector Outcomes over a 10-year period. These outcomes in turn provide support to the TSDF 2035 Vision. National vision and outcome indicators are reported at this level.

Government Priority Agenda (GPA): the TSDF 2035 sets the overall framework to lead to our vision. It does not specifically prioritize the order of work. This is developed in the lower-level planning in alignment with the available funding in the budget, from both local and aid sources. Each administration may, if it wishes, highlight certain key areas in the TSDF 2035, sector plans, subsectors or projects that are of particular priority for their administration's strategic focus during its term. It does not cover the whole

TSDF 2035, nor does it cover the whole of the National Budget. It helps to prioritise funding, where there is some flexibility, within the broader planning system.

Sector Plans: are multi-agency strategic documents that translate sector outcomes into actionable priorities and outputs over a 3 to 10-year period, contributing to the achievement of National Outcomes (NOs). Led by one or more MDAs, they involve stakeholders from government, civil society, and the private sector. Each plan includes governance structures, implementation strategies, and performance indicators, and must align with TSDF 2035. Examples include the National Infrastructure Investment Plan (NIIP), the Tourism Strategic Plan, and the Tonga Energy Road Map. Some plans will be updated during the TSDF 2035 period.

Island and District Plans: are developed with communities for varying periods, these are typically led by the Local Government (village/district/constituency) or delegated entities such as NGOs. These plans integrate multi-sectoral priorities within specific locations/sub-regions.

MDA Corporate Plans and Budgets: these three-year rolling plans with funding, align organisational outputs with sector and area plans. They define roles, resources, and performance indicators. Some MDAs produce annual operational plans, though quality varies. Annual Reports should track progress against what was set out in the corporate plan and supporting budget. However, better alignment will need to be developed, linked to the MELAR framework. The overall status of the budget and wider development is reported in the annual Budget Statement.

Divisional and Staff Plans: are positioned below corporate plans, these documents require improved consistency and quality to effectively support organisational outputs.

Tonga's Millenium Kalia at sunrise, Nuku'alofa, 1 January 2000 © Matangi Tonga Ltd

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1. Noting that some sector strategies may have even longer timeframes, such as the Long-Term Low Emissions Development Strategy 2050.

2.   Our Approach to Developing TSDF 2035

"In the Tongan context, resilience is found in loto tō (spiritual humility), mamahiʻi meʻa (loyalty and passion), fakaʻapaʻapa (respect with sacred wisdom), and tauhi vā (relationality or relational care). These qualities are the driving force behind transformative action for the Tongan people. When these aspects of the loto, the heart of a Tongan person, are in place, people are striving willingly towards achievement. This ultimately drives resilient development for Tonga, creating pathways towards sustainable viability and enabling the nation to fully leverage the God-given potential of its people

(**National Planning of the Prime Minister's Office, 2025**)

The above statement outlines the fundamental role of Tonga's core values in framing the guidance and implementation of the TSDF 2035 through the cascading planning system. These values shape the development principles, drawing on lessons from TSDFII and the key issues Tonga faces now and in the coming decade2. They result from a blend of traditional and contemporary approaches grounded in extensive consultation across Tonga, that include:

A people centred approach places people and communities at the heart of the results we seek. It ensures that policies are crafted to improve human wellbeing, advance equity, and resonate with the real-life experiences of Tonga's citizens. We, the people of Tonga, will define our direction, values, customs and guiding principles. This will help us to develop the necessary tools to achieve our goals. It will shape how we adapt and execute our strategies, plans, policies and projects to foster sustainable and resilient development in Tonga.

Building on our cultural and faith-based foundations, guided by the national motto, "God and Tonga are my inheritance", grounds our people centred approach within the Tongan culture or way of life. We recognise the crucial role of spirituality and our people in shaping Tonga's resilient development. This is based on applying love and respect with sacred wisdom through sharing, honesty, mutual respect and social transformation.

Inclusive development ensures that all our people have a fair opportunity to participate in our development and benefit from it. We also aim to protect and care for those less able to participate, upholding their dignity.

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2. The analysis from the lessons learned and consultations are set out in the Annex 1 to this document

Sustainable development is about utilising resources to fulfil the needs of current generations without jeopardising the ability of future generations to meet their own. This approach also emphasises respecting and safeguarding the crucial interdependency between people, our land and oceans.

Resilient development enhances the capacity of our people, structures and systems to effectively prepare for, withstand, and recover from various threats. This approach emphasises the importance of avoiding development initiatives that exacerbate existing threats while promoting development that actively mitigate them.

These principles are based on us working together at all levels to achieve a resilient Tonga, guided by Tonga's golden values of spirituality, respect, loyalty and passion, and relationality. This requires a whole of nation approach to development, requiring collective efforts that emphasise the value of collaboration because only through shared responsibility, grounded in the Tongan culture, while appropriately adopting new skills and approaches, can we achieve resilience that is lasting and true to Tonga.

People and communities are at the heart of the results identified in TSDFIII. Heilala Week Parade 2025 © Matangi Tonga Ltd

3. TSDF 2035 Results Framework

The TSDF 2035 utilises a cascading results framework, that provides the chain of results needed to generate the required outcomes in support of our overall vision. Higher levels (e.g., vision) guide lower levels (e.g., sector level outputs), and lower levels support higher levels. These efforts are guided by five core principles woven across all levels of the framework, guiding how outcomes are implemented and measured. An integrated MELAR framework supports all levels to help us track our progress, and make necessary adjustments along the way to ensure our desired results are met, refer Figure 3.

Figure 3: Results Framework for TSDFIII – with principles for implementation woven across the framework, supported by integrated MELAR
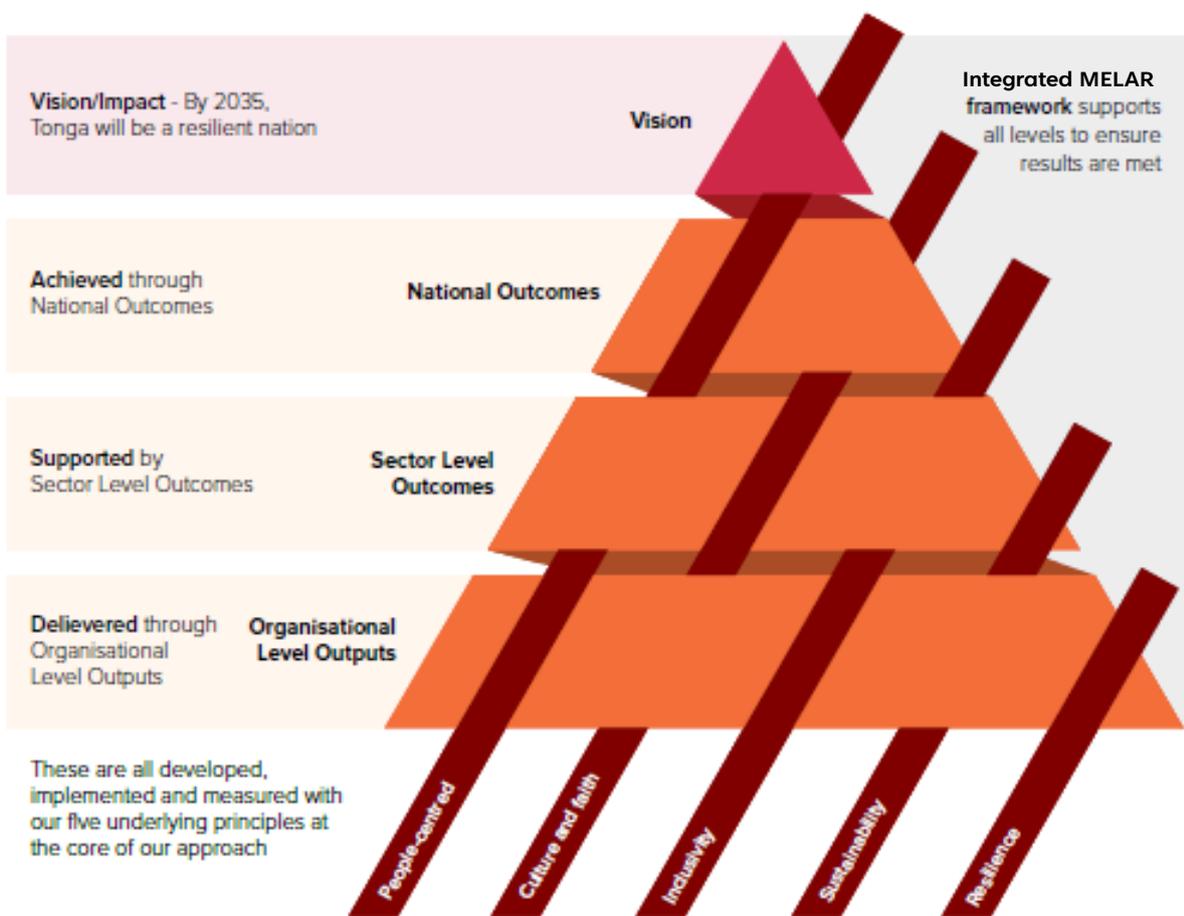
Vision: at the apex, the aspirational statement, establishes the top-level impact we seek. The destination we would want Tonga to reach. It is high level, long term, and easy to remember. This guides, and is supported by, a set of high-level national outcomes.

National Outcomes: represent the medium to long-term results that contribute to the impact sought in our Vision. They are defined with a set of high-level indicators that measure where we are starting, and our targets in ten years' time. These indicators take into account our key principles. This ensures that we are addressing all of these key areas, with particular focus on improving resilience.

Sector Outcomes: guide sector outputs that take place at the sector level through the collaboration of groups of organisations and stakeholders. These outcomes provide greater details of the results required from the sectors in support of the national outcomes. They help to guide the relevant stakeholders in the sector level collaboration. They provide guidance for the more detailed development of further sector outcomes and outputs. They guide stakeholders on what they need to contribute. The sector outcomes are grouped into five broad sectors. Each sector outcome usually supports more than one national outcome. The outputs and activities of each sector are expected to be further documented in sector policies, plans and projects, supported by more detailed sector level indicators.

Organisational Outputs: are coordinated by sectors to ensure each organisation is delivering its outputs in a manner that supports sector outcomes, so they contribute to national outcomes. To achieve their outputs, organisations must plan, budget, manage, deliver and monitor their results. This includes more detailed planning down to the staffing levels. They must ensure that they are integrating and meeting the needs of the people and not just existing for the organisations own sake. This applies to all organisations from families and community groups, up through larger more formal organisations to the national level. The cascading planning system, in Figure 2, is particularly related to ensuring that government Ministries, Departments and Agencies (MDAs) are planning, budgeting and implementing effectively. To the extent that government can influence other organisations it also provides guidance to them.

The TSDF Framework only goes down to the Sector Outcome level. The Organisational Outputs, as well as outcomes, are developed in more detail in the Sector Plans, and for MDAs in their corporate plans.

4. TSDF 2035 National Outcomes

Regional and international initiatives generate many different plans with a range of indicators. The TSDF 2035 takes account of such initiatives as the SDGs and 2050 strategy. Work continues in seeking to align the various indicators, but this is not always easy. The national outcome level indicators have been shaped by lessons from TSDFII and Tonga's current situations, in addition to international and regional influences. As the MELAR is further developed these links will also be further documented. Based on the analysis and consultations, seven National Outcomes were identified.

4.1 National Outcome 1: National Resilience and Climate Adaptation Strengthened

Context

Climate resilience and disaster risk reduction and management are the most critical cross-cutting priorities for TSDF 2035. Tonga is extremely vulnerable, the 2021 World Risk Index ranked Tonga third most vulnerable country globally. Strengthening disaster risk management (DRM) alongside adaptation is essential. Conditions have worsened as climate and disaster risks have escalated over the past decade, with the impacts of climate change becoming more apparent and global mitigation efforts falling short. Tonga is already experiencing severe impacts, including rising temperatures, extreme weather, disrupted ecosystems, and increased health risks. Given our limited mitigation capacity, adaptation must be our core focus, embedded across all national and sectoral outcomes. This requires leveraging international relations and drawing on a wide pool of expertise and climate finance. TSDF recognises that resilience has a wider application that also relates to the impact of geopolitical, economic, social and other events.

2035 Outcome

All sectors and stakeholders are better prepared for disasters and climate impacts, supported by resilient infrastructure, dynamic financial systems, modern communication networks, more resilient agriculture and fisheries, and better management of health risks, that can withstand environmental, social and economic shocks. This will be supported by a range of tools from multi-hazard early warning systems for all, to longer-term disaster risk management planning across all sectors. Increased flow of climate finance to support the implementation of climate adaptation projects. Proposed measures of success include improvements in Tonga's scores in international risk indices and increased levels of investment in climate adaptation.

National Indicators	Baseline 2025	Target 2035	Reporting Source
Climate Vulnerability and Readiness (ND-GAIN Index)	Score: 39.3 (Vulnerability: 0.607; Readiness: 0.392)	Score: 45.4 (Vulnerability 0.513; Readiness 0.421)	University of Notre Dame/ World Bank
Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population per annum	Not reported	Establish reporting	Sendai Framework Reporting
Average Annual Losses from extreme natural events (% GDP)	4.4%	2.2%	Sendai Framework Reporting
Average Annual Volume of Climate Finance Invested	Not reported	USD$40-$53m invested in Adaptation, Mitigation or loss and damage.	Climate Budget Tagging
Aligned 2050 Strategy and SDG			
2050 Strategy for Blue Pacific Continent	Climate Change and Disasters; Resource and Economic Development; Technology and Connectivity		
SDGs	9 INDUSTRY, INNOVATION AND INFRASTRUCTURE 11 SUSTAINABLE CITIES AND COMMUNITIES 13 CLIMATE ACTION 17 PARTNERSHIPS FOR THE GOALS		

Coastal mangrove replanting in Sopu, Tongatapu, 2024. © Department of Climate Change, MEIDECC

4.2 National Outcome 2: People and Communities Empowered

Context

Tonga's development is being shaped by deep demographic and health transitions. To meet these challenges, we must strengthen health and education systems to enable more effective, collaborative responses. Non-communicable diseases (NCDs), driven by lifestyle changes, rank among the highest globally, undermining life expectancy and wellbeing. Addressing NCDs requires coordinated action across food systems, urban planning, education, and cultural practices. Our learning systems lack the skills and capacities needed to successfully run a modern economy and society while

Primary school children mark the 150th Anniversary of Tonga's constitution, Nuku'alofa, 2025. © Matangi Tonga Ltd

also protecting our traditional knowledge. Population dynamics are shifting, despite high natural growth, sustained outmigration and rising inward migration are reshaping the social fabric. The population is aging, and foreign labour is expanding across skill levels, altering community structures and service demands.

Urbanisation continues, with migration from outer islands to Tongatapu intensifying pressure on infrastructure and services on the main island. Movement of people extends to migration overseas, both short and long term. These movements reflect disparities in opportunity and access, influencing national planning. Service delivery remains uneven. To ensure inclusive development, Tonga must invest in balanced spatial planning, strengthen community resilience, and promote human development that empowers all groups—women, men, children, youth, elderly, and marginalised populations. This requires blending traditional values with modern skills and technologies to build a healthier, more capable, and cohesive society. We must monitor migration impacts and find ways for it to strengthen the lives of Tongans both within Tonga and across the world.

2035 Outcome

Where Tonga's most vulnerable groups, as part of community wide improvements, experience improved well-being through equitable access to quality education, healthcare, and social protection, enabled by inclusive policies and targeted support. This includes building gender equality and wellbeing of all ages from children to youths, adults and the elderly. Proposed measures of success are included in the list of proposed indicators.

National Indicators	Baseline 2025	Target 2035	Reporting Source
Life expectancy rate (male/female)	72.7 years (Male: 70.2 years; Female: 75.3 years)	Greater than 73.6 years	MOH and WHO reporting
Human Development Index (HDI)	0.77	0.81	UNDP
Proportion of population living below the national poverty line, by sex and age	20.6% (2021)	0%	Household Income and Expenditure Survey
Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in: (i) reading; and (ii) mathematics, by sex	Foundational reading skills for 7-14 year olds: male 61%; female 65% Foundational numeracy skills for 7-14 year olds: male 51%; female 54%	100% improvement to foundational reading skills and 10% improvement to foundational numeracy	Tonga Statistics Department, UNICEF, Ministry of Education
Proportion of women holding (a) seats in parliament; and (b) Employment in senior and middle management, female (%)	(a) 7.1% (b) 32%	(a) 12% (ie one additional female MP) (b) 40%	Tonga Statistics Department, ILO, UN Women
Aligned 2050 Strategy and SDG			
2050 Strategy for Blue Pacific Continent	People Centered Development		
SDGs			

4.3   National Outcome 3: Inclusive Economic Growth Fostered

Context

Tonga's economy remains challenged by its small size, lack of skills and distance, the structure remains dependent on government spending and external aid. Domestic production is volatile, lacks economies of scale, challenged by resource constraints, and often disrupted by natural disasters. Long-term growth remains low. Remittances from the diaspora significantly boost consumption, masking underlying production constraints. While income poverty has declined, businesses face persistent challenges: limited access to skilled labour, land security issues, and constrained financing. The business environment is hindered by inconsistent Government service delivery, though some reforms (e.g. digital licensing, customs systems) show progress. Fiscal and monetary stability have been maintained, supported by sound tax collection, declining public debt, and stable reserves. However, domestic lending remains limited, constraining private sector expansion. To unlock inclusive growth, Tonga must improve the enabling environment for business, enhance workforce capacity, and ensure economic development supports gender equality and translates into tangible benefits for communities across all islands. This includes building more consistency between domestic and international options for economic engagement and income earning.

2035 Outcome

Local economies across all islands are strengthened through increased access to decent employment and expanded opportunities for entrepreneurship. External economic opportunities are integrated more effectively into overall economic progress. Proposed measures of success are included in the list of proposed indicators.

Agricultural workers tend to a crop of maize at MORDI nursery, Tofoa, 2023. © Matangi Tonga Ltd

National Indicators	Baseline 2025	Target 2035	Reporting Source
Average Annual growth rate of real GDP per capita	1.6%	7.2%	IMF, Ministry of Finance
Growth rates of household expenditure or income per capita among the bottom 40 percent of households	Data collection ongoing via 2025 HIES	TBD In line with above	Tonga Statistics Department
Unemployment Rate	2.2%	<2%	Tonga Statistics Department, MTED, Ministry of Finance, World Bank
Youth Unemployment Rate	6.34%	<6%	Tonga Statistics Department, MTED, Ministry of Finance, World Bank
Access to business finance	To be determined	To be determined	NRBT
Annual average Official Development Assistance (ODA) received per annum	USD$137 million (2015-2025)	USD$260 million (2015-2025)	Ministry of Finance, World Bank
Remittance to GDP Ratio	~39% (2020)	36%–37% of GDP	Ministry of Finance, World Bank
Aligned 2050 Strategy and SDG			
2050 Strategy for Blue Pacific Continent	Resource and Economic Development		
SDGs	8 DECENT WORK AND ECONOMIC GROWTH 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE 12 RESPONSIBLE CONSUMPTION AND PRODUCTION 17 PARTNERSHIPS FOR THE GOALS		

4.4 National Outcome 4: Tongan Culture Utilised and Promoted

Context

Preserving Tonga's cultural identity while enabling economic opportunity, and dealing with external social, economic, political and cultural pressures, is central to building a resilient, united, and futureready nation. A key focus of Government, and a significant recorded concern in public consultations, is a perceived loss of cultural and religious values in Tonga's way of life; that development efforts often overlook these values. Economically, Tonga must balance growth and the learning of new skills and ways with cultural preservation and integrity. A resilient economy must empower communities, respect traditional knowledge, and ensure that development is inclusive, and sustainably integrating.

2035 Outcome

Traditional knowledge, language, and cultural practices are preserved and valued, with cultural values meaningfully integrated into national development planning and education systems, while integrating the new ways needed for a more successful economy and efficient government delivery. Proposed measures of success include improvements in preservation of language, historical sites and support to community cultural events. Proposed measures of success are included in the list of proposed indicators.

Tongan ta'olunga performed at the *Ha'amonga 'o Maui* trilithon cultural heritage reserve, Niutoua, Tongatapu. © Ministry of Tourism

National Indicators	Baseline 2025	Target 2035	Reporting Source
% Proportion of schools teaching Tongan culture as part of ongoing curriculum	Not measured	Establish baseline	Ministry of Education, UNESCO
% Proportion of schools teaching Tongan language as part of ongoing curriculum	Not measured	Establish baseline	Ministry of Education, UNESCO
Proportion of Tongans aged 5 and over able to read and write in Tongan language	Not measured	Establish baseline	Ministry of Education, UNESCO
Total per capita national public expenditure on the preservation, protection and conservation of all cultural and natural heritage, by source of funding, type of heritage (cultural, natural)	Not measured	Establish baseline	Ministry of Finance
% of Government policies with a Tongan translation	Not measured	100%	PMO, LA
Aligned 2050 Strategy and SDG			
2050 Strategy for Blue Pacific Continent	People Centered Development; Peace and Security		
SDGs	4 QUALITY EDUCATION 11 SUSTAINABLE CITIES AND COMMUNITIES 17 PARTNERSHIPS FOR THE GOALS		

4.5   National Outcome 5: Governance Enhanced

Context

As Tonga's society and economy grow more complex, the need for responsive, transparent, honest, professional, efficient and culturally grounded governance becomes more urgent. Effective leadership and management—across government, private sector, and civil society—must blend modern systems with traditional values, rooted in honesty, accountability, and inclusivity. Failure to do this further hinders private sector growth and broader economic resilience. Tonga's political and legal systems are functional, but continued reform is needed to improve administration and delivery, strengthen rule of law, zero-tolerance approach to corruption, and address crime – with particular concern to the corrosive effects of increased availability of illicit drugs. Governance must be people-centred, ensuring services are equitable, corruption-free, and aligned with the values that define the Tongan Way.

2035 Outcome

Tonga maintains a high-trust, inclusive governance system that empowers citizens, ensures accountability, and delivers effective services to the public in a cost effective and efficient manner. Proposed measures of success are included in the list of proposed indicators.

Tonga's Legislative Assembly, Tofoa, Tongatapu, 2025.
© National Planning Department, Prime Minister's Office

National Indicators	Baseline 2025	Target 2035	Reporting Source
Public Budget Discipline: Annual average primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)	92%–105%	100%	Ministry of Finance
Quality of Annual M&E Reporting: Proportion of MDAs completing One Process Tool process for annual budget submission.	0%	100%	PMO, Ministry of Finance
Citizen Satisfaction: Proportion of population satisfied with their last experience of public services.	Not reported	70%	National Survey, Tonga Statistics Department
Inclusive and responsive governance: Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group.	Not reported	60%	National Survey, Tonga Statistics Department
Aligned 2050 Strategy and SDG			
2050 Strategy for Blue Pacific Continent	Political Leadership and Regionalism; People Centered Development; Peace and Security		
SDGs			

4.6   National Outcome 6: National Security and Sovereignty Safeguarded

Context

Tonga is confronting a range of emerging national security and development challenges, driven by changing climatic and geopolitical conditions. These forces threaten the foundations of what we have come to expect over the past century. We must develop greater skills and flexibility to navigate these shifting conditions, we cannot simply assume a continuation of existing geopolitical, trade, development, and aid relationships.

Within this broader global change, Tonga faces a number of specific challenges. These include ongoing concerns about human trafficking despite recent policy efforts, and escalating illicit drug threats that undermine social and economic stability, straining limited enforcement capacity and outdated border infrastructure. At the same time, food and nutrition insecurity that is driven by heavy reliance on low-quality imports and exacerbated by global supply disruptions, has contributed to rising rates of non-communicable diseases.

The protection of marine and ocean resources is also under threat from external attempts to exploit them, as well as the danger of losing territorial waters due to rising sea levels.

These complex challenges highlight the urgent need for integrated governance, stronger institutional frameworks, deeper partnerships with like-minded countries, and coordinated national security investments, to ensure that Tonga is not swept away by these global forces, but instead retains its Tongan core while flourishing in a rapidly changing world.

2035 Outcome

All Tongans live in a safe and resilient society, built on strong domestic and international relationships protected from internal and external threats, fostering peace, stability, and enabling sustainable development within a rapidly changing world. Proposed measures of success are included in the list of proposed indicators.

His Majesties Armed Forces (HMAF) Brass Band leads the Heilala Week parade, 2025. © Matangi Tonga Ltd

National Indicators	Baseline 2025	Target 2035	Reporting Source
World Governance Index - Rule of Law: perceptions of the extent to which individuals have confidence in and abide by the rules of society.	0.55 (2023)	1.00	World Bank
Illegal, unreported and unregulated (IUU) fishing Index: Degree of implementation of international instruments aiming to combat illegal, unreported and unregulated fishing	1.91 (2023)	2.50	IUU index, FFA, Min. of Fisheries
Strengthen Border security: Report number of detected illegal border crossings per 100,000 population	No	Yes	Immigration, Tonga Police
Crime rate: Homicide per 100,000 people	0.95 (low)	0.00 (low)	Tonga Police
Existence of a national security strategy: National security strategy developed and approved by cabinet.	No	Yes	PMO
Aligned 2050 Strategy and SDG			
2050 Strategy for Blue Pacific Continent	Peace and Security		
SDGs			

4.7   National Outcome 7: Sustainable Resource and Environment Management Ensured

Context

Tonga's fragile ecosystems—land, lagoons, and ocean—require effective governance and environmental management to ensure sustainable use and long-term resilience while allowing for development of economic activities and community needs. Tonga faces significant environmental and natural resource challenges that threaten its long-term sustainability and resilience. Climate change and sea-level rise are further intensifying risks to agriculture, infrastructure, and coastal ecosystems. Overfishing and illegal marine activities are depleting biodiversity and undermining both food and water security. Waste management is constrained by limited infrastructure, especially in urban and coastal areas. Land degradation from deforestation, erosion, and chemical overuse is worsened by expanding settlements and poor planning. Water security is compromised by climate variability, salinity intrusion, and infrastructure gaps. Tonga remains highly exposed to natural disasters, with environmental systems not yet fully integrated into disaster risk reduction. Emerging ocean mining opportunities present economic potential but carry significant environmental risks, requiring robust regulatory safeguards. Addressing these challenges is essential to protect livelihoods, preserve cultural heritage, and ensure sustainable development.

2035 Outcomes

Where ecosystems and biodiversity are protected and restored, with natural resources sustainably managed through resilient agriculture, fresh water resources, fisheries, and renewable energy systems providing services to current and future generations. Government is responsive to extreme events and other risks and provide adaptive and responsive risk management services. Proposed measures of success are included in the list of proposed indicators.

Hahake Coastal Resilience Project, Tongatapu 2024
© Department of Climate Change, MEIDECC

National Indicators	Baseline 2025	Target 2035	Reporting Source
Protected Marine Ecosystems: Coverage of protected areas in relation to marine areas	0.06%	30%	SPREP, MEIDECC, Min. of Fisheries
Existence of a National Forest Inventory: Update forest cover land cover	No	Yes	Landcover Survey, MLSNR, MAFF
National Greenhouse Gas Emissions: reduction in GHG emissions compared to 2006 (Gigagrams of CO2 equivalent)	9.9 Gg CO2 eq	16 Gg CO_2 eq	National Green House Gas Inventory, MEIDECC
More sustainable and resilient use of ground water. Establish Tonga Water Security Information System to support the managing of Tonga's Water Security.	No	Yes	MLSNR, TWB, MOH
Increased access to formal waste collection for all Tongans	>90%	100%	TWAL, MEIDECC, SPREP
Aligned 2050 Strategy and SDG			
2050 Strategy for Blue Pacific Continent	Ocean and Natural Environment		
SDGs			

5.   Sector Outcomes Grouped by Sector

The Sector Outcomes (SOs), supporting the national outcomes are grouped into five broad sectors which address related needs for our wellbeing and development.[3] These are:

- Economic Sectors

- Social Community and Cultural Sectors

- Governance and Public Administration Sectors

- Infrastructure and Technology Sectors

- Resource and Environmental Management Sectors

These sectors can be further divided into many other small sectors in the actual planning framework of detailed sector plans. Sector outcomes usually support more than one NO; sometimes several at a significant level. This relationship is captured in Table 1. Table 2a and Table 2b demonstrate the alignment between SOs and organisations (MDAs, Public Enterprises, others).

5.1 Economic Sectors

Supporting organisations: MOF, NRBT, MTED, MRC, MAFF, MoFish, MOT, PES, banking, business, trade/business associations, workers, consumers, press, farmers, fishers, informal sectors.

Sector priority areas: fiscal/monetary, debt management, agriculture, forestry, fisheries and marine resources, quarrying, seabed mining, manufacturing, construction, tourism and hospitality, whole and retail sales, services, banking.

Focus of economic sectors: is on how we create livelihoods, income, employment and business opportunities to generate economic growth. They

Fish from local coastal fisheries on display, Tongatapu.
© Department of Climate Change, MEIDECC

relate to the ways we organise the ownership of the factors of production and engage in the production, distribution and marketing of goods and services. Traditionally these were based on barter but this has increasingly been overtaken the monetised transactions. This has significant consequences for many of our traditional ways associated with reciprocity and sharing.

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3.   These broad sector groups are close to the five pillars used to group organisational outcomes in TSDFII. For the mapping purposes, the sector outcomes are much the same as the organisational outcomes, though with some modifications.

The economic sectors are largely led by private business both informal and formal. The public enterprises, providing utilities and infrastructure, are mostly owned by government. Government plays a key role in establishing the framework, laws and regulations within which business operate. It is also responsible for maintaining a stable fiscal and monetary environment, including convertibility of the currency.

Sector Outcome 1.1: Improved macroeconomic management and stability with deeper financial markets, which provide stronger, more inclusive financial services to ensure a sound macro-economic environment within which inclusive and sustainable business and social opportunities can be developed and pursued.

Sector Outcome 1.2: Closer public/private partnerships with business, consumers and other community groups across the Kingdom to help better identify and address constraints to more inclusive, sustainable, effective and resilient economic growth across all sectors, supporting women, men, and youths.

Sector Outcome 1.3: Strengthened business environment enabling all levels of business and encouraging broad-based ethical investment and more sustainable and inclusive employment with decent work and profits, while protecting the rights of the consumer, workers and the wider community. Built on sensitivity to the environment and climate change. Encouraging growth that enhances import substitution and promotes exports.

Sector Outcome 1.4: Improved public enterprise performance serving inclusive, sustainable development and growth of businesses and communities, while generate appropriate returns on government investment.

Sector Outcome 1.5: Enhanced trade, employment and investment including short and long-term jobs in a wider range of skill areas, and foreign investment to expand the range of income-earning opportunities and integration of external across the Kingdom and beyond.

5.2   Social, Community and Culture Sectors

Supporting organisations: MET, MOH, MIA, TNU, Traditions Committee, private/church schools, government schools, kindergartens, private pharmacies, community health/sports/welfare organisations/groups, religious institutions, estate holders and traditional leaders.

Sector priority areas: health, education, vocational training, sports, gender, disability, elderly, special needs support, language, culture, mobility and migration.

Focus of social, community and culture sectors: is on how we create family and social relationships and connections with others to provide care, love

High-school students take part in a Cyber Security Workshop delivered by the NGO Tonga Women in ICT (TWICT), Nuku'alofa, Tonga. © Matangi Tonga Ltd

and support. It relates to the way in which we live together. How we educate, ensure our health, pass on our traditions and customs, and how we ensure the inclusion of all groups of people, children, youth, women and men and those individuals with special needs. These relationships extend far beyond our shores, including the Tongan diaspora spread around the world.

These family and clan relationships protect and support us. These are coming under increased pressure from the many forces and developments underway. Care is needed to protect them and help them to adapt to the many challenges they face.

Sector Outcome 2.1: Improved collaboration and partnership with community-based organisations such as churches, and social and civil society organisations improving services to communities, promoting inclusive and resilient groups, and protecting vulnerable people. Encouraging greater involvement by all members of society, to engage in a wider range of community activities including social, cultural, spiritual and sporting events. That encourage healthy lifestyles and viable livelihoods in more inclusive and effective ways.

Sector Outcome 2.2: Integrating traditional and modern practices by enhancing the synergy between traditional and contemporary social and cultural practices to maintain the positive aspects of our Tongan identity while also helping to promote those changes needed for further development of our democracy and for more sustainable and inclusive institutions better able to interact with the opportunities and threats presented by the wider world.

Sector Outcome 2.3 Better support for cultural innovation and art maintaining appreciation and understanding of our traditional Tongan artistic expressions, both protecting and promoting them, while supporting their evolution in response to new ideas and influences that extend and enrich our artistic and cultural expressions as a reaction to our changing experiences and understanding of our disbursed place in the world.

Sector Outcome 2.4: Increased research, recording and learning through greater support for the protection of cultural knowledge, language, skills and practices, building on the essence and understanding of the Tongan way while blending them appropriately with modern knowledge and skills. Finding innovative solutions to our constraints relevant to our local conditions, and enhancing productivity, community strength and resilience across all sectors.

Sector Outcome 2.5: Improved education and training which encourages life-long learning of both academic and vocational knowledge by all people. Which helps build resilience and better equip us to improve productivity and make active use of the opportunities in the community, the domestic economy, and overseas.

Sector Outcome 2.6: Improved, country-wide, health care systems which better address the medical conditions, both physical and mental, becoming more prevalent in Tonga so hastening recovery and limiting pain and suffering.

Sector Outcome 2.7: Reduction of non-communicable disease using more sustainable and integrated management approaches across society addressing the key contributing factors. Helping to cut the incidence of NCDs and the burden they place upon families, communities and the economy.

Sector Outcome 2.8: Strengthened social protection systems providing better care and support for vulnerable and marginalized people (the poor, elderly, children, disabled and others with special needs) despite shrinking extended families and other changing social conditions.

Sector Outcome 2.9: Improved collaboration with diaspora by further building and maintain sustainable, resilient and inclusive relations between Tongans in the Kingdom and the worldwide Tongan community, that helps develop the well-being of all concerned.

Sector Outcome 2.10: Improved benefits from migration and reduced the risks from short and long-term migration, human-trafficking and climate mobility based on a more inclusive and resilient understanding and management of the consequences of increasing immigration and emigration. Providing more informed choices to our people and helping integrate the new citizens into our society so that migration helps support resilient, sustainable and inclusive development

5.3 Governance and Public Administration Sectors

Supporting organisations: HM, Privy Council, Palace Office, HMDS, LA, PMO, Local Government, Justice, ACC, MOF, MRC, HMAF, Police, Prisons, Ombudsman; as well as the rest of government. NGOs associated with human rights, and development partners.

Sector priority areas: public service, legislative assembly, law reform, police reform, local government reform, international agreements, aid/development relations (bilateral, multilateral), defence/peace keeping, international crime control, border/ customs management.

Tonga Police vehicles ahead of the Pacific Island Forum Leader's Meeting in Tonga, 2024. © Matangi Tonga Ltd

Focus of governance and public administration sectors: relates to the way in which power, authority and rule of law are exercised: the level of access, how differences are resolved, and decisions are made, and the way different groups (including women and men) engage. It covers how partnerships and collaboration are developed between those who govern and those who are governed. It includes the development of relationships with other countries and international organisations.

Sector Outcome 3.1: Modern constitution, laws and regulations that are appropriate reflecting international standards of democratic processes with a clear legal basis for every Government authority. More efficient and effective institutions and operations ensuring inclusive access, human rights and the protections required for people to build resilient, secure and prosperous lives.

Sector Outcome 3.2: Improved coordination across Government through improved working relations between all branches (Privy Council, executive, legislative and judicial) with sound relations and cordial coordination providing a stable and secure environment for inclusive, sustainable, and resilient leadership, decision making and development.

Sector Outcome 3.3: Strengthened governance and accountability through a more professional public sector, improved tax systems, procurement and audit systems; improved transparency and access to information; empowered civil society, anti-corruption organisations and the media; and the adoption of digital governance tools to deliver more responsive, trusted, and citizen-focused services.

Sector Outcome 3.4: Enhanced and appropriate public service delivery at national and community level through strengthened institutional capacity and human resources built on performance-based management, leadership development, strategic workforce planning, digital and technical skills enhancement. This supports a value driven public service culture, with zero tolerance for corruption that delivers efficient, accountable, and inclusive public services, with appropriate decentralization, to all people across the country.

Sector Outcome 3.5: Improved law and order for all that is more inclusive, fair and transparent, without fear or favour, upholding accountability and equal treatment under the law, so enhancing public trust and economic confidence. Helping resolve disputes, discouraging crime, improving domestic security, rehabilitation, and supporting people going about their legitimate business.

Sector Outcome 3.6: Improved collaboration with partners (both development partners and private sector) with programs aligned behind government priorities including the TSDF and other national priorities following international standards as agreed in various Declarations and Accords. Facilitating development cooperation that draws on a blending of regional, bilateral and private funding, including to address impacts of climate change. That enhances more resilient and sustainable development meeting the needs of the people.

Sector Outcome 3.7: Improved political and defence engagement within the Pacific and the rest of the world, including better engagement with other governments and international organisations, to ensure we are an effective member of the international community, able to participate more effectively in the support to other countries and consistent advancement of our international interests, security and sovereignty.

Sector Outcome 3.8: Strengthened border security through more sustainable and resilient control of access to our exclusive economic zone, including in the face of any changes to coast lines due to climate change. Ensuring fair and informed management of travel and trade across our boarders and limiting movement of illegal goods and people.

5.4 Infrastructure and Technology Sectors

Construction of homes for the community of 'Atata Island, displaced by the 2022 tsunami, 'Atata Si'i, Tongatapu. © Matangi Tonga Ltd

Supporting organisations: MOI, MOF, MEIDECC, MLSPNR, MPE, PEs, businesses, communities.

Sector priority areas: National Infrastructure Investment Plan (NIIP), transport (land, sea and air), building and construction, building codes, utilities (communications, energy, water, waste management), land use planning management (especially to placement of infrastructure).

Focus of infrastructure and technology sectors: consists of the human-made physical and organisation structures and facilities that are needed for a society or economy to function. How we build, use, and maintain our infrastructure depends on our technology and human capacities. Complex infrastructure and technology is critical for a modern society and economy to operate. Ensure these are properly maintained and continue to operate effectively places significant challenges on our limited financial resources and skills base.

Sector Outcome 4.1: More reliable, safe, affordable and widely available renewable energy services built on an appropriate energy mix moving towards increased replacement of mineral based energy and reduction of green house emissions, better able to respond to and recover from disruptions to supply.

Sector Outcome 4.2 Improved transport services and physical connectivity domestically and internationally that is more resilient, reliable, safe and affordable, connecting all islands within Tonga, and the Kingdom with the rest of the world by sea and air. That facilitates the legal and resilient movement of people and goods.

Sector Outcome 4.3: Inclusive growth in the digital economy and ICT with enhanced cybersecurity and better digital information and communications connectivity domestically and internationally that is more resilient, reliable, safe and affordable, used in more innovative, inclusive ways, linking people across the Kingdom and with the rest of the world.

5.5   Resource and Environmental Management Sectors

Pine and kava agroforestry plantation 'Eua island, 2025. © GGGI

Supporting organisations: Palace Office, HMAF, NDRMO, MLSPNR, MEIDECC, MAFF, MoFish, Police, Fire Services, NEMO, PEs.

Sector priority areas: Land use, waste management, marine and ocean, deep sea mining, land use planning, environmental protection, Second Joint National Action Plan on Disaster Risk Management and Climate Change (JNAPII), National Water Resources Policy.

Focus of resource and environment management sectors: relates to how we use our natural environment and its resources to provide the natural inputs we require for our growth and development, the very foundations of our inheritance. These include the land/soil, sea, reefs, fresh water, air, minerals, flora and fauna. They include broader conditions related to the types, size and distribution of our islands and their distance from larger land masses. These must be managed and protected as they can easily be destroyed. Tonga's land tenue system is particularly important both for our culture and use of land resources.

Environment includes managing our response to normal weather and environmental conditions and to the extreme natural events that we must plan for and be ready to respond to. Disaster risk management is thus a key part of these sectors. This is becoming of increased importance in face of the rising risks associated with climate change.

Sector Outcome 5.1: Improved land use planning, city and community management with enhanced administration of resource use, with better integration between traditional land management systems, and modern spatial and sector planning. This protects our cultural heritage sites, ensures the better provision of public and private spaces, ensures more appropriate placement of infrastructure, better protects our environment and enhanced

resilience in face of climate change such as sea level rise. That reduces risks and improves safety for communities and business.

Sector Outcome 5.2: Sustainable management of natural resources that is inclusive and appropriate for both renewable and non-renewable marine and terrestrial natural resources to maintain a steady long-term flow of benefits rather than booms followed by bust and long-term recovery periods. Enhancing food security and productivity of primary industries.

Sector Outcome 5.3: Improved protection and restoration of ecosystems through community-led conservation, invasive species control, expanding marine protected areas, reforestation, and nature-based solutions, enhancing biodiversity and climate resilience. That enhance sustainable use of natural resources, protects our water supply and improves livelihoods on our land and in our oceans for present and future generations.

Sector Outcome 5.4: Improved water resources, drainage and sanitation that are more reliable, safe, affordable, sustainable and resilient meeting the needs of people and business enhancing water security. Ensuring wastewater and liquid wastes are safely disposed of protecting people and the environment, while enhancing local supply of food, sustainable and regenerative farming and fishing.

Sector Outcome 5.5: Improved waste and pollution management through waste minimisation, recycling and collection and control of pollution facilitating cleaner environments, protecting our water resources, and less pollution from household and business activities, making conditions safer, healthier and more pleasant for all.

Sector Outcome 5.6: Improved disaster risk management, reduction and recovery across all organisations and communities, building on improved understanding of natural risks from climate change and extreme natural and other high-risk events, supported by more resilient structures, systems and procedures, that can respond quickly and effectively when high risk events occur, and facilitate more rapid recovery.

6. Mapping Outcome Levels and Organisations

The relationships between national outcomes and sector outcomes are complex. A single sector outcome may contribute to multiple national outcomes, while each national outcome may rely on support from sector outcomes across several sectors.

Similarly, while organisations are often associated with a particular broad sector, many work across multiple sectors and contribute to more than one sector outcome. As a result, an organisation may support a national outcome through several different sector pathways. These relationships are best illustrated through mapping tables.

National Outcomes and Sector Outcomes

Table 1 maps the relationships between the national outcomes and the sector outcomes, grouped in their broad sector. *Vertically* this ensures that all NOs guide and receive significant support from at least one SO, as well as others SOs to a lesser extent. If any NO were found to have no significant link with any SO we would then have needed to revisit our logic. However, all have at least one significant link. *Horizontally* this ensure that all SOs are guided by and support at least one NO significantly, in addition to other SOs to a less extent. If any SO were found to have no significant link with any NO we would then have needed to revisit our logic. However, all have at least one significant link. *Overall*: it helps show which SO need to work closely together to support a particular NO. If one of the SO is not working well it will undermine the overall contribution of the relevant SOs to the NO.

Organisations to Sector Outcomes

Table 2 maps the relationship between each organisation and the sectors that it supports. *Vertically* this ensure that all organisations have a significant contribution to at least one SO, as well as others SOs to a lesser extent. If an organisation were found not to provide a significant support to any SO, we would have needed to revisit our logic. However, all organisations have at least one significant link. *Horizontally* this ensure that all SOs have at least one organisation contributing to them significantly, in addition to other SOs to a less extent. If an SO were found not to have a significant link to any organisation we would have needed to reconsider our logic and find a supporting organisation. However, all SOs have at least one organisation supporting them. *Overall*: it helps show which organisations need to work closely together to support SOs. If one of the organisations is failing to provide its contribution to the SO it will undermine the overall contribution of the relevant SOs to the NO.

Table 1: TSDF 2035 National Outcomes mapped to Sector Outcomes Grouped by Sector, 2025

Sector Outcomes		1. National Resilience & Climate Adaptation Strengthened	2. People and Communities Empowered	3. Inclusive Economic Growth Fostered	4. Tongan Culture Utilised and Promoted	5. Governance Enhanced	6. National Security & Sovereignty Safeguarded	7. Sustainable Resource & Environment Management Ensured
1	**Economic**							
1.1	Improved macroeconomic management	Moderate	Partial	Significant	None	Moderate	Moderate	None
1.2	Closer public/private partnerships	Moderate	Partial	Significant	Partial	Partial	None	Partial
1.3	Strengthened business environment	Partial	Partial	Significant	None	Partial	Partial	Partial
1.4	Improved public enterprise performance	Moderate	Partial	Significant	None	Partial	Partial	Moderate
1.5	Enhanced trade, employment and investment	Partial	Moderate	Significant	Partial	Partial	Significant	Partial
2	**Social, Community and Cultural**							
2.1	Improved collaboration and partnership	Moderate	Significant	Partial	Moderate	Partial	Partial	Partial
2.2	Integrating traditional and modern practices	Partial	Significant	Moderate	Significant	Partial	Partial	Partial
2.3	Better support for cultural innovation and art	None	Significant	Moderate	Significant	None	None	None
2.4	Increased research, recording and learning	None	Significant	Moderate	Significant	Partial	None	Partial
2.5	Improved education and training	Moderate	Significant	Moderate	Partial	Moderate	Partial	Partial
2.6	Improved, country-wide, health care systems	Moderate	Significant	Moderate	None	Partial	None	None
2.7	Reduction of non-communicable disease	Moderate	Significant	None	None	None	Partial	None
2.8	Strengthened social protection systems	Moderate	Significant	Partial	Partial	Partial	None	None
2.9	Improved collaboration with diaspora	Moderate	Significant	Moderate	Moderate	None	Significant	None
2.10	Improved benefits from migration	Moderate	Significant	Significant	Partial	None	Significant	Partial
3	**Governance and Public Administration**							
3.1	Modern constitution, laws & regulations	None	Moderate	Moderate	Partial	Significant	Moderate	None
3.2	Improved coordination across Government	None	Moderate	Moderate	None	Significant	Partial	Partial
3.3	Strengthened governance and accountability	Partial	Moderate	Moderate	None	Significant	None	None
3.4	Enhanced public service delivery	Partial	Moderate	Moderate	None	Significant	Moderate	Moderate
3.5	Improved law & order for all	Partial	Moderate	Partial	None	Significant	Significant	None
3.6	Improved collaboration with partners	Moderate	Moderate	Partial	Partial	Significant	Significant	Moderate
3.7	Improved political and defence engagement	Moderate	Partial	Partial	None	Partial	Significant	Partial
3.8	Strengthened border security	Partial	Partial	Moderate	None	Moderate	Significant	Moderate
4	**Infrastructure & Technology**							
4.1	More affordable renewable energy	Significant	Moderate	Moderate	None	Partial	Partial	Significant
4.2	Improved transport services	Significant	Moderate	Moderate	None	Partial	Moderate	Moderate
4.3	Inclusive growth in the digital economy	Moderate	Moderate	Moderate	None	Significant	Significant	Partial
4.4	Resilient buildings and other structures	Significant	Partial	Partial	None	None	None	Moderate
4.5	Improved use of relevant research	Moderate	Moderate	Moderate	Significant	Moderate	None	Partial
5	**Resources & Environmental Management**							
5.1	Improved land use planning	Significant	Moderate	Significant	Significant	Moderate	Partial	Significant
5.2	Sustainable management of natural resources	Moderate	Moderate	Moderate	None	Partial	Partial	Significant
5.3	Improved protection and restoration of ecosystems	Significant	Moderate	Partial	None	Partial	Partial	Significant
5.4	Improved water resources, drainage and sanitation	Significant	Moderate	Moderate	None	None	Partial	Significant
5.5	Improved waste and pollution management	Moderate	Moderate	Partial	None	None	Partial	Significant
5.6	Improved disaster risk management, reduction and recovery	Significant	Significant	Significant	Partial	Moderate	Significant	Significant

*Level of support from Sector Outcome to National Outcome: ■ Significant   ■ Moderate   ■ Partial   □ None

	Sector Outcomes	Palace	LA	TOAG	OOO	HMDS	HMAF	PMO	MOF	MRC	MPE	MTED	MOJ	OEC	HMP	AGO	TP	MOH	MET	MA	MAFF
1	**Economic**																				
1.1	Improved macroeconomic management		M	S					S	S											
1.2	Closer public/private partnerships	P			M	M		M	S	M		S		M	M						M
1.3	Strengthened business environment		P	P					S	M		M	M						P	P	M
1.4	Improved public enterprise performance			M							S										
1.5	Enhanced trade, employment and investment	P	P			S		M	M			S					P			S	
2	**Social, Community and Cultural**																				
2.1	Improved collaboration and partnership	S	M			M		M								M		P	S	S	S
2.2	Integrating traditional and modern practices	S				P								M			P	M	S		
2.3	Better support for cultural innovation and art	M																M	S		
2.4	Increased research, recording and learning	M	P																S	S	
2.5	Improved education and training						M							P					S	M	
2.6	Improved, country-wide, health care systems																	S			
2.7	Reduction of non-communicable disease											P						S	M		M
2.8	Strengthened social protection systems	M														P	M	S	P	S	P
2.9	Improved collaboration with diaspora	S	M			S												P		M	
2.10	Improved benefits from migration	M	P			S		M				M						M		S	
3	**Governance and Public Administration**																				
3.1	Modern constitution, laws & regulations	S	S				M	S	M			S	M		S						
3.2	Improved coordination across Government	S	S	M			S				S		S								
3.3	Strengthened governance and accountability	S	S	S	S	M		S	S	S	M	S	S	P	M	S	M	M	M	M	M
3.4	Enhanced public service delivery	M	M	M	M	M		S	S	M	S	M	S	M	S	S	S	S	S	S	S
3.5	Improved law & order for all	M	P		M						S	S		S	S	S					
3.6	Improved collaboration with partners	M	P			S	M	S									P			P	
3.7	Improved political and defence engagement	S	M			S	S	S													
3.8	Strengthened border security	M				S	S			S						M		P			M
4	**Infrastructure & Technology**																				
4.1	More affordable renewable energy										S										P
4.2	Improved transport services						P				S										
4.3	Inclusive growth in the digital economy								P		S										
4.4	Resilient buildings and other structures			P														M			
4.5	Improved use of relevant research	M																	M		
5	**Resources & Environmental Management**																				
5.1	Improved land use planning	S	P																		
5.2	Sustainable management of natural resources										S							M			S
5.3	Improved protection and restoration of ecosystems										S										M
5.4	Improved water resources, drainage and sanitation										S							M			
5.5	Improved waste and pollution management																	P			
5.6	Improved disaster risk management, reduction and recovery	P	P				S	M			M					M		M	M	M	M

*Level of support from Sector Outcome to National Outcome: ■ Significant ■ Moderate ■ Partial □ None

Table 2b: Government Ministries, Departments and Agencies, State-Owned-Enterprises, and others mapped to Sector Outcomes grouped by Sector

Sector Outcomes		Government Ministries, Departments and Agencies (in budget order)									Public Enterprises							Other				
		MOI	MLSPNR	PSC	TSD	MEIDECC	MoFish	MOT	TFES	OACC	TAL	TCC & TCL	TDB	TPA	TPL	TWB	TWA	NRBT	Business	Community	CSOs	Churches
1	**Economic**																					
1.1	Improved macroeconomic management				Moderate													Significant	Partial			
1.2	Closer public/private partnerships	Significant	Moderate	Partial	Partial	Moderate	Moderate	Moderate	Moderate	Partial	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Significant	Partial	Moderate	Partial
1.3	Strengthened business environment	Moderate	Significant	Partial	Partial	Moderate	Moderate	Significant	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Significant	Moderate		Partial	
1.4	Improved public enterprise performance	Partial	Partial			Partial		Partial			Significant	Significant	Significant	Significant	Significant	Significant	Significant					
1.5	Enhanced trade, employment and investment					Moderate	Moderate	Significant										Moderate	Significant			
2	**Social, Community and Cultural**																					
2.1	Improved collaboration and partnership	Partial	Moderate							Partial	Partial	Partial	Partial	Partial	Partial	Partial				Significant	Significant	Significant
2.2	Integrating traditional and modern practices		Partial				Partial	Moderate												Significant	Significant	Partial
2.3	Better support for cultural innovation and art							Significant												Significant	Significant	Partial
2.4	Increased research, recording and learning			Partial				Moderate												Significant	Significant	Moderate
2.5	Improved education and training		Moderate										Partial							Significant	Significant	Significant
2.6	Improved, country-wide, health care systems																		Moderate	Partial	Partial	Partial
2.7	Reduction of non-communicable disease						Moderate													Significant	Significant	Moderate
2.8	Strengthened social protection systems									Partial										Significant	Significant	Moderate
2.9	Improved collaboration with diaspora		Moderate			Moderate		Moderate				Moderate						Moderate		Significant	Moderate	
2.10	Improved benefits from migration			Partial				Moderate										Partial				
3	**Governance and Public Administration**																					
3.1	Modern constitution, laws & regulations			Partial						Moderate									Partial			
3.2	Improved coordination across Government																				Partial	
3.3	Strengthened governance and accountability	Moderate	Moderate	Significant	Significant	Significant	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Significant				
3.4	Enhanced public service delivery	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant	Significant					
3.5	Improved law & order for all									Significant												
3.6	Improved collaboration with partners	Partial	Partial			Moderate		Partial														
3.7	Improved political and defence engagement																					
3.8	Strengthened border security						Moderate	Partial			Moderate			Moderate								
4	**Infrastructure & Technology**																					
4.1	More affordable renewable energy	Moderate	Partial			Significant									Significant							
4.2	Improved transport services	Significant				Moderate		Partial			Significant			Significant						Moderate		
4.3	Inclusive growth in the digital economy	Partial		Moderate		Significant							Moderate									
4.4	Resilient buildings and other structures	Significant	Moderate			Partial														Moderate	Moderate	
4.5	Improved use of relevant research	Partial	Moderate			Partial															Moderate	
5	**Resources & Environmental Management**																					
5.1	Improved land use planning	Moderate	Significant			Moderate				Moderate												
5.2	Sustainable management of natural resources	Partial	Significant			Significant	Significant	Partial								Moderate				Moderate	Moderate	
5.3	Improved protection and restoration of ecosystems	Partial	Significant			Moderate	Partial													Moderate	Moderate	
5.4	Improved water resources, drainage and sanitation	Moderate	Moderate			Partial										Significant				Moderate		
5.5	Improved waste and pollution management	Partial				Moderate											Significant			Moderate	Moderate	Partial
5.6	Improved disaster risk management, reduction and recovery	Significant	Moderate			Moderate	Moderate	Moderate	Significant			Moderate		Moderate		Moderate				Moderate		

*Level of support from Sector Outcome to National Outcome: ■ Significant ■ Moderate ■ Partial ☐ None

7.   TSDF 2035 Monitoring, Evaluation, Learning, Action and Reporting

The Monitoring, Evaluation, Learning, Action and Reporting (MELAR) framework is summarised in this section and establishes the reporting roles and responsibilities that connects all levels of the cascading planning system, to monitor progress. A more detailed guidance document for planners and MELAR staff is being developed to assist sectors and MDA with their reporting responsibilities. This includes the detailed MELAR framework and implementation plan.

7.1. TSDF 2035 Reporting Guidelines

Three key guidelines will be developed for sectors and MDA to follow during TSDF 2035 implementation, these are:

1. **Utilise the One Process Toolkit methodology** for the Corporate Planning and budget submission process to facilitate better mainstreaming of TSDF 2035 MELAR indicators into MDA CPs and ensure the budget is aligned to support achievement of sector outcomes in support of national outcomes.

2. **Integrate TSDF 2035 MELAR framework indicators into existing reporting,** specifically the Sector Plans and the following mandated documents for MDAs.

   a. **Corporate Plan:** use the indicator guidance to align MDA activities and outputs and budgets to Sector Outcomes and through them to National Outcomes.

   b. **Annual Reports:** provide a narrative report on effectiveness of MDA's approach in the previous year to achieve their organisational outputs, linking the report clearly to what was planed in the last corporate plan and MELAR.

3. **Ensure SMART indicators** (Specific, Measurable, Achievable, Relevant, Time-bound indicators) for effective monitoring and evaluation.

7.2. TSDF 2035 Roles and Responsibilities

The Prime Minister and Cabinet approve the TSDF based on the consultation with the people and seek to identify more detailed initiatives that align with the TSDF. The includes using the GPA, with the guidance of the NPD, to align government priorities with the TSDF.

National Planning Department (NPD): the NPD is responsible for guiding and coordinating the development of the TSDF every 10-years. Mandated by Cabinet through each TSDF approval, NPD oversees the overall operation of the Government of Tonga's cascading planning system and the TSDF's MELAR system. It facilitates measuring of progress by leading the monitoring and evaluation of the TSDF 2035's reporting across all MDA's and processes to ensure regular reporting to Cabinet. These responsibilities will be strengthened early in the TSDF 2035 implementation by establishing NPD under a clear legislation providing the authority to drive this process on behalf of the Prime Minister's Office. NPD is also required to build capacity to be able to deliver regular M&E reporting to Cabinet.

Ministries, Departments and Agencies (MDAs) are responsible for their mandated roles and need to ensure that Table 2 clearly maps their support (through their organisational outputs set out in the corporate plans) to all relevant sector outcomes. They must report their progress in supporting the TSDF 2035 sector outcomes, to contribute to the national outcomes through the standard reporting processes noted in section 7.1. Each MDA will also manage MELAR systems required for the sector plans and larger projects for which they are responsible. To improve MELAR throughout Government, the number of MELAR dedicated positions within MDAs has been increased.

Budget Division (BD), Ministry of Finance: during the TSDF 2035 implementation period the operational monitoring and control of MDA's Annual Recurrent Budget will continue to be the responsibility of the BD.

Aid Management Resilience Development Division (AMRDD), Ministry of Finance: continues to be responsible for the management of the aid programmes and the preparation and monitoring of the development budget aligned to the TSDF and sector plans. The links between AMRDD responsibilities and those of NPD will be defined more clearly in the detailed MELAR Framework to further enhance the links in the cascading planning and MELAR system.

NPD will be an active participant, with PSC, at all budget analysis, strategising and consultation/negotiations to ensure good alignment between funding allocations in budgets and the required organisational outputs in support of sector outcomes up to national outcomes.

Tonga Statistics Department (TSD) is a key partner and has the mandate to compile statistics from various primary sources in Tonga. Data for other indicators is collected by central agencies like NRBT and MOF. Together these provide sources of non-MDA reported data to measure the progress of the TSDF.

Tonga Statistics Department Surveyors undertaking the 2024 Multiple Indicator Cluster Survey (MICS) a global survey delivering the largest source of statistically sound and internationally comparable data on women and children worldwide. © Matangi Tonga Ltd

7.3   Tonga's TSDF 2035 Strategic Pathways: As a canoe journey

The Vakalautala Kalia built by Tongan artist Steve Fehoko, preparing to sail to Ha'apai for the Felotoi Project, October 2025 © Matangi Tonga Ltd

Strategic pathways serve as the enablers and tools that make progress possible, encompassing both the means (investment, financing, policy into action, community engagement and MELAR) and human capital (research knowledge and innovation) for development. These six pathways are crucial for driving us forward to our national outcomes over the next 10 years, as summarised in Figure 4. At the center is the Vision, which is supported by our high-level results, the national outcomes. Progress, during implementation, towards these outcomes is enabled via these six pathways:

1. **Investment and leadership:** A strong government investment and leadership commitment in TSDF 2035 will keep Tonga's canoe steady, guiding it toward resilience while avoiding drift or waste.

2. **Partnership and collaboration:** Collaborative partnership provides energy, such as financing, to move forward. Just as wind carries the canoe across the ocean, strong alliances and resources propel Tonga toward its 2035 vision.

3. **Policy into action:** Policies are like paddles; they only work when put into the water. The policy turns plans into motion, ensuring ideas translate into tangible progress for every community.

4. **Research knowledge and innovation:** Navigators read the stars, charts the seas, and blends old wisdom with new tools. Research knowledge, human capacity and innovation ensure Tonga finds innovative solutions while honouring traditional knowledge.

5. **Community engagement:** The crew paddles together, each person contributing strength and rhythm. Community and cultural engagement ensure that all Tongans move in harmony, sharing responsibility and ownership of development.

6. **MELAR:** Just as sailors check the stars and sea currents to stay on course, MELAR helps Tonga track progress, learn, and adjust. It keeps the canoe aligned with the vision, no matter what waves or winds arise.

Figure 4: Strategic Pathways supporting our work towards the National Outcomes and Vision

Together, these pathways ensure that Tonga's canoe is well-built (government investment), powered (partnerships), wisely guided (knowledge and innovation), fully crewed (community), actively paddled (policy action), and always on course (MELAR). With God and Tonga as our inheritance, this canoe can carry Tonga safely and prosperously towards a resilient society.

Additional Documentation for the TSDF 2035 Journey

The following documents are being developed to support the implementation of the TSDF 2035 and provide further details on the development of the TSDF 2035 for reference. These documents are:

1. TSDF 2035 Implementation Plan and MELAR Framework

2. Report on the Development of TSDF 2035: Explanatory Notes and Analysis

3. Tonga Climate Finance Strategy 2025-2035

4. TSDF 2035 Consultation Record