



Migration and Sustainable Development Policy

Developed by the Migration
Technical Working Group of Tonga



Acknowledgements

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The content of this document reflects the ongoing work of the Technical Working Group (TWG) for the MSDP which was set up as part of the project's governance framework and has formally met four times during the development of the MSDP. Consistent with the broad public policy coverage of the MSDP, the following Ministries participated in the TWG:

Attorney General's Office

Ministry of Revenue and Customs

Ministry of Education and Training

Ministry of Finance

Ministry of Foreign Affairs

Ministry of Health

Ministry of Internal Affairs

Ministry of Justice

Ministry of Lands Survey and Natural Resources (MLNR)

Ministry of Meteorology Energy, Information, Disaster Management Environment, Climate Change and Communications (MEIDECC)

Ministry of Police

Ministry of Tourism

Ministry of Trade and Economic Development (MOTED)

Prime Minister's Office



Back-row from left: Mr. Sione Fifita (IOM-Tonga), Hu'akavameiliku (Minister for Ministry of Education & Training), Mr. Tatafu Moeaki (Minister for Ministry of Trade, Economic & Development), Fr. Paulo 'Amato (Houma Parish), Mrs. Telesia Kaitapu (Director for Immigration), Mr. Edgar Cocker (Chief Secretary and Secretary for Cabinet), Mr. Leonaitasi Kuluni (Deputy Secretary for Ministry of Foreign Affairs).

Front-row from left: HE. Adrian Morrison (Australian High Commissioner), HE. Lucy Joyce (British High Commissioner), Hon. Dr. Rev. Pohiva Tu'i'onetoa (Prime Minister and Minister for Foreign Affairs), HE. Tiffany Babington (NZ High Commissioner), HE. MUNENAGA Kensaku (Japan's Ambassador) and HE. CAO Xiaolin (China's Ambassador). Photo Credit: Patimosi Ngungutau.

Foreword

The global dialogue on migration has drawn a focus to its broad and diverse nature, and the profound impacts it has on development. With this, we recognise that migration is a cross-cutting issue across all sectors in Tonga and has critical influence on sustainable development across a broad range of public policy issues.

To date, Tonga has one of the largest diaspora population in developed countries like Australia, New Zealand and USA. Outward migration has been and will continue to be an important dynamic for the Tongan community. While migration presents many development opportunities, if not well managed, it can have negative consequences on other issues such as climate change, disasters, and security, which place great impact on the nation's economic, social, political, and cultural fabric. It is with these regards in mind, that a strategic framework for Tonga was created, prioritising migration and sustainable development.

Henceforth, I am pleased to announce and present the **Migration and Sustainable Development Policy (MSDP)**, articulated in 2019 and endorsed by Cabinets in late 2020.

The Ministry, together with its Technical Working Group (TWG), collaborated in partnership with the International Organization for Migration (IOM) to develop the MSDP. Its primary objective is to provide the Government of Tonga with a policy planning framework, enabling it to derive maximum developmental benefits from the nexus between migration and sustainable development.

I sincerely thank the team from the Ministry of Foreign Affairs, the Ministry of National Planning, the TWG focal points from relevant government ministries, the non-government organisations, the businesses and the banks who were willing to attend and contribute during the policy consultation workshops and trainings. Their participation is important to ensure all are included, and no one is left behind under the MSDP.

I also like to acknowledge with special thanks the International Organization for Migration (IOM) for their efforts in funding, facilitating and supporting of the development of this policy. Without the help from IOM, this policy would not become a reality. With IOM's assistance, Tonga becomes the first country to have a National Migration and Sustainable Development Policy in the region.

The Ministry endeavours to mainstream and implement the MSDP, promoting national interests, security, prosperity, and higher living quality for Tonga, by fostering foreign relations at national, bilateral, regional, and multilateral levels.

I anticipate positive commitments by all, to foster and strengthen diplomatic relations with IOM and other international organizations in pursuit of prosperity, peace, and security.

Respectfully,


Hon. Dr. Rev. Poʻulaka Tuiʻoneʻa
Prime Minister



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Executive Summary

Migration and sustainable development are intrinsically linked across all sectors in Tonga influencing the country's economic, social political and cultural fabric. In 2017, the Government of Tonga requested IOM to support it in the development of a migration and sustainable development policy designed to ensure that nexus between migration and sustainable development is integrated into Tonga's public policy planning and development as framed at the highest level by the TDSF II.

This policy document is the result of ongoing consultations conducted over the period January 2018 to October 2019 with the primary forum for discussions and consultations being the Technical Working Group set up to guide the formulation of the policy. The TWG has broad representation across Ministries and agencies of the Government of Tonga and Civil Society Organizations.

The global dialogue on migration (elements of which are summarized in this document) has brought focus on the fact that migration is a broad and diverse phenomenon with profound impacts on development.

The primary objective of the MSDP is to provide the Government of Tonga with a policy planning framework which will enable it to derive maximum developmental benefits from the nexus between migration and sustainable development. That nexus is complex and multi-disciplinary and extends to most areas of public policy. The MSDP identifies the ways in which decisions and developments which relate directly to migration have important impacts on sustainable development. Equally, decisions and developments relating to other areas of public policy have impacts on migration – these include decisions and policies relating to infrastructure, investment, the labour market, health care, education, land use, community welfare, environmental protection, human rights and disaster risk management. The MSDP aims to identify, analyze and harness these inter-relationships to achieve sustainable

development and to promote good governance more broadly. Importantly the policy has been developed in close consultation with Government and NSA stakeholders in Tonga and incorporates their perspectives and priorities.

To achieve those ends the MSDP recommends a number of institutional arrangements and measures which are designed to ensure that consideration of the migration and development nexus is incorporated in Tonga's public policy planning processes. Implementation of the MSDP will require resources, discipline and sustained effort and support.

Once implemented effectively, the benefits derived from MSDP will be significant. Incorporating MSDP principles into the policy planning processes will ensure better governance, a more holistic planning process and an accumulating body of data and knowledge. The MSDP will improve the capacity of the Government and the Tongan community to harness the positive elements and impacts of migration flows and mitigate any negative aspects such as human trafficking and irregular migration. At the apex level, the MSDP will improve sustainable development outcomes.

1. Rationale

1.1 Policy Rationale

The Government of Tonga endorses a Migration and Sustainable Development Policy (MSDP) with the explicit objective of conceptualizing and mainstreaming migration into Tonga's national development planning. The Government of Tonga has identified a need for a policy framework to address migration and incorporate it into the country's national development planning in a strategic and comprehensive manner. A lack of migration data has contributed to the limited integration of migration in Tonga's development planning. The rationale for the MSDP is to fill this policy gap by providing a framework for the Government of Tonga to effectively incorporate and mainstream migration into national sustainable development planning in a way that maximizes the potential gains of migration and minimizes the associated costs.

1.2 Policy Objectives

In recognition of the diverse impacts of migration, the objective of the MSDP is to promote the benefits and minimize the costs of internal and international migration through legal means, while also protecting the rights and security of migrants.

Moreover, in the broadest sense, through its implementation, the MSDP seeks to accomplish the following objectives:

- A) Promote a comprehensive and sustainable understanding of and approach to migration for development across all sectors;
- B) Shape strategies and interventions that will enhance the potential of migration for socio-economic development;
- C) Ensure effective coordination of existing and future migration-related policy and legislation;
- D) Set up the appropriate legislative and institutional frameworks for a comprehensive approach to mainstreaming migration for national development planning;
- E) Promote and protect the interests, rights, security, and welfare of citizens and migrants within and outside Tonga;
- F) Facilitate the production and dissemination of accurate, relevant, and timely data on inward, outward and internal migration in Tonga;
- G) Provide an enabling platform for Tonga to participate in national, regional, and global migration dialogue; and
- H) Counter xenophobia, racism, discrimination, ethnocentrism and gender inequality in all issues and activities concerning migration policy within and outside Tonga.

Attaining these broad policy objectives requires that the MSDP address the cross-cutting challenges and opportunities, which migration presents for the sustainable development of Tonga. Consequently, the MSDP includes various thematic areas, covering a range of sectors and issues, which directly impact Tonga's socio-economic development. For each thematic area, the MSDP specifies policy statements, policy objectives, and mitigating strategies. These are presented in Section 5 of the MSDP and include the following thematic areas: (1) facilitating remittances, (2) engaging diaspora, (3) safeguarding social institutions and Tongan values, (4) building resilience against climate-induced risks and natural disasters, (5) protecting the environment and preserving natural resources, (6) planning for urbanization and relocation, (7) (8) enforcing border management and security including developing a high functioning visa system, (9) eradicating trafficking in persons, (10) reintegrating returned migrants, (11) investing in economic growth, (12) achieving full employment and productive livelihoods, (13) addressing the needs of children, adolescents, and youth, (14) promoting education and skills exchange, and (15) promoting good health and well-being.

2. Principles and Assumptions

2.1 Guiding Principles

At the highest level, the MSDP affirms the globally accepted humanitarian principles of humanity, impartiality, neutrality, and independence.¹

- **Humanity:** The purpose of humanitarian action is to protect life and health and ensure respect for the rights and well-being of human beings. Concern to alleviate human suffering and preserve human dignity is the driving force for humanitarian action. In line with this principle, the MSDP reaffirms the humanitarian imperative and that its priority is the humanitarian duty to save lives and alleviate suffering.
- **Impartiality:** While the MSDP strives to balance the needs and interests of different stakeholders, humanitarian action must be carried out on the basis of needs alone, prioritizing those most in need, without discrimination on the basis of race, nationality, ethnicity, gender, religious belief, class or political opinion. Thus in line with the principle of impartiality, the MSDP recognizes the importance of giving priority to the most vulnerable, particularly women, children and youth especially unaccompanied minors, and persons with disabilities. In particular, the MSDP supports the advancement and protection of these vulnerable groups, in circumstances of forced, exploitative, or irregular migration.
- **Neutrality:** In line with the humanitarian principle of neutrality, the MSDP does not endorse policies which take sides in hostilities or engage in controversies of an ideological, religious, racial, or political nature.
- **Independence:** The MSDP remains independent of the political, financial, or other objectives that any others may have in areas where humanitarian action is being implemented.

The MSDP also aligns closely with the UN **New Way of Working** – an approach to improving synergies between humanitarian and development actors which:

.....acknowledges that in protracted situations, humanitarian and development actors need to work side-by-side and collaborate. Where context allows without under-mining humanitarian principles, the New Way of Working sets a path for contributing to shared outcomes of reducing humanitarian need, risk and vulnerability through a range of well-aligned short-, medium- and longer-term contributions by humanitarian and development actors.²

Also relevant to MSDP is the principle, enunciated in the context of the adoption of the 2030 Agenda for Sustainable Development, to **Leave No One Behind**. When all 193 United Nations Member States adopted the Agenda they made a pledge to ensure 'no one will be left behind' and to 'endeavour to reach the furthest behind first.' In practice, this means taking explicit action to end extreme poverty, curb inequalities, confront discrimination and fast-track progress for the furthest behind.³

In addition, the MSDP affirms that migration, when managed effectively, has the potential to yield significant gains for Tonga's sustainable development, as well as for countries of destination and transit, and for migrants themselves. To this end, as its guiding principles, the MSDP prioritizes safe and orderly migration, which not only respects state sovereignty, but also promotes migrants' dignity, as well as the advancement and protection of migrants' human rights. The MSDP captures and upholds these guiding principles throughout the framework and its implementation.

¹ The principles of humanity, impartiality, independence, and neutrality are derived from the Fundamental Principles of the International Red Cross and Red Crescent Movement and from United Nations General Assembly resolutions 46/182 of 19 December 1991 and 58/114 of 5 February 2004.

² **New Way of Working** - an OCHA publication https://www.unocha.org/sites/unocha/files/NWOW%20Booklet%20low%20res.002_0.pdf.

³ UNDP brochure titled: **What does it mean to leave no one behind? A framework for implementation**.

The principles underlying the MSDP are in accordance with the Constitution of Tonga. More specifically, the following three clauses of the Constitution are relevant for the MSDP:

- **Prohibition of slavery:** No person shall serve another against his will except he be undergoing punishment by law and any slave who may escape from a foreign country to Tonga (unless he be escaping from justice being guilty of homicide or theft or any great crime or involved in debt) shall be free from the moment he sets foot on Tongan soil for no person shall be in servitude under the protection of the flag of Tonga.
- **Conditions under which foreign labourers may be introduced:** Whoever may wish to bring persons from other islands to work for him may make an agreement with them for the number of years they will work for him and a copy of the written agreement he makes with them shall be deposited in the Public Offices stating the amount of payment they shall receive the period they shall work and a promise to take them back to their own land. And the Government shall cause such contract to be carried out both on behalf of those who engage and those who are engaged. And such persons being so introduced shall be subject to the laws of the land and shall pay the same Customs duties as all the people in the Kingdom and taxes as shall be ordained by the King and his Cabinet.
- **Equality before the law for all classes:** There shall be but one law in Tonga for chiefs and commoners for non-Tongans and Tongans. No laws shall be enacted for one class and not for another class but the law shall be the same for all the people of this land.

Assumptions

The Government of Tonga is committed to the proactive pursuance and implementation of the MSDP in order to maximize the potential benefits of and minimize the costs of migration for Tonga's sustainable development.

To this end, the efficient administration of migration for sustainable development assumes the effective and full participation and collaboration of all stakeholders—governmental and non-governmental organizations, private sector, special agencies, migrants, and the diaspora community—from countries of origin, transit and destination. The Government of Tonga will work together with all stakeholders, including civil society, to provide pertinent legislative and institutional frameworks and structures for the implementation of the MSDP and in support of its policies, in order to protect the human and social rights of Tongan citizens at home and abroad.

Moreover, it is assumed that the MSDP serves as a living document, which can be adapted to address newly-emerging migration challenges, trends, opportunities, and dynamics at the national, regional, and global levels.

3. Migration Trends and Policy Considerations

3.1 Overview analysis

Reflecting migration priorities in Tonga and drawing on existing definitions we have defined migration as follows:

Migration is the movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes, economic migrants, persons moving for other purposes, including family reunification, rural to urban migrants, persons displaced by natural disasters and persons in need of humanitarian assistance including victims of trafficking.

In the context of the MSDP, the project must address several different types of migration which have different characteristics and dynamics:

- A) Outward migration for purposes of study, family reunion, employment and residence
- B) Labour migration – relatively short term and cyclical in nature
- C) Inward migration – the entry of citizens or non-citizens to Tonga for various purposes
- D) Return migration – where members of the Tongan diaspora return to Tonga to reside or for various other purposes
- E) Internal migration – where Tongan citizens change their place of residence in Tonga – most commonly by moving from outlying islands to Tongatapu

The types of migration identified in A to D above, taken to together with births and deaths, affect the population stock of Tonga. There are continuous micro changes in the population stock but for the purposes of this analysis, the focus is on the substantial trends and their effect on sustainable development.

It is noted that the intersection between migration and development is complex and multi-directional – thus:

- Migration trends, events and decisions have an impact on sustainable development; and
- Decisions on a broad range of public policy areas can have an impact on migration trends and dynamics

The MSDP will examine, among other things, what actions the Government (or NSAs) may take to influence the volume, nature and impact of these various forms of migration and, based on the outcomes of project discussions, formulate a road map for the implementation of migration and sustainable development strategies in Tonga. The end objective is to ensure that national planning processes and national policy development:

- incorporate an understanding of migration trends and their impact on sustainable development;
- require decision makers and policy makers to take account of the sustainable development impact of migration trends and of policy decisions which involve or affect migration dynamics;
- make decisions or modify decisions so that sustainable development outcomes are optimized

3.2 Internal Migration

The 2016 census data reveal a continued trend of internal migration—the movement of people from one village to another within the districts and island divisions of Tonga—from the outer islands to the main island of Tongatapu. International studies identify various forms of internal migration often classified as rural to urban, rural to rural, urban to rural and urban to urban. While all these forms of internal migration occur in Tonga the predominant trend in Tonga (and indeed globally) is rural to urban. Currently, the major source of data on internal migration is census data. Internal migration is estimated by comparing the place of residence of the individual during the one-year and five-year periods prior to the census. The census also captures divisional lifetime migration—movement of people from their divisional place of birth to the current place of residence at the time of the census. These indicators are shown in Table 1.

Table 1: Divisional migration in Tonga during one- year and five-year period prior to the 2016 Census

	Population	In-migration	Out-migration	Net-migration
Tongatapu	74,611			
<i>During 1 year prior to census</i>		1,271	1,112	159
<i>During 5 years prior to census</i>		2,516	1,605	911
<i>Lifetime migration</i>		11,153	3,717	7,436
Vava'u	13,738			
<i>During 1 year prior to census</i>		464	746	-282
<i>During 5 years prior to census</i>		708	1,441	-733
<i>Lifetime migration</i>		1,713	6,039	-4,326
Ha'apai	6,125			
<i>During 1 year prior to census</i>		448	386	62
<i>During 5 years prior to census</i>		692	818	-126
<i>Lifetime migration</i>		1,551	5,003	-3,452
'Eua	4,945			
<i>During 1 year prior to census</i>		305	224	81
<i>During 5 years prior to census</i>		439	464	-25
<i>Lifetime migration</i>		1,739	1,535	204
Ongo Niua	1,232			
<i>During 1 year prior to census</i>		127	147	-20
<i>During 5 years prior to census</i>		232	259	-27
<i>Lifetime migration</i>		382	244	138
Tonga	100,651			
<i>During 1 year prior to census</i>		2,615	2,615	0
<i>During 5 years prior to census</i>		4,587	4,587	0
<i>Lifetime migration</i>		16,538	16,538	0

Source: Tonga 2016 Census of Population and Housing Volume 1: Basic Tables and Administrative Report

Table G 22: Interregional (divisional) lifetime migration, Tonga: 2016

Table G 26: Interregional (divisional) during the one-year period prior to 2016 census, Tonga: 2016

Table G 30: Interregional (divisional) during the five-year period prior to 2016 census, Tonga: 2016

These data show that during the year prior to the census, the increase in Tongatapu's population attributable to internal migration is 0.2% (159 persons) of the population, compared to the 1.22% increase during the five-year period. Also, at the time of the census, 17% of the population of Tonga reported a birth place outside Tongatapu. These net gains in Tongatapu's population contrast with the net losses shown for the outer islands, particularly in Vava'u and Ha'apai.

Overall, the outer islands of 'Eua and Ongo Niua have experienced an increase in the number of individuals moving there from other divisions. In part, this is explained as there has been the relocation of individuals to these islands to take up positions, such as teachers and church pastors. Also, low out-migration from 'Eua may be influenced by its relative proximity to Tongatapu and its convenient access to the main island via ferry. In the case of Ongo Niua, this outer island's distance to the other divisions, especially Tongatapu, its high travel costs, and its limited access to transportation may be important factors that discourage out-migration. It is important to note that census data on internal migration show the source of in-migration and the destination of out-migration by division, district and village and, by definition, do not cover overseas migration.

Internal migration in Tonga reflects global trends towards greater urbanization. The primary drivers of internal migration include push and pull factors which, (while having some aspects unique to the Tongan environment) are common in many parts of the world. People move to the primary centre – in this case the island of Tongatapu to pursue education and perceived employment opportunities (including in Government) and are also driven by environmental factors, including the changing climate. In some cases, people who move internally also become part of the outward migration phenomenon.

Government policy cannot and does not aim to control these internal migration trends. However, it can, in the medium to long term, influence these trends. The Government is cognizant of the need to address the sustainable development needs of outlying communities and is actively engaged in strategies to meet those needs. To the extent that the Government can:

- continue to develop educational and medical infrastructure in outer islands;
- continue to develop other forms of infrastructure including transport links; and
- promote investment and employment opportunities in outer islands

These strategies can reduce the incentive for people to depart (the push factors).

Government agencies also need to plan for the continued increase in the population of Nukualofa and Tongatapu more broadly and the implications of internal migration shifts for land use, spatial planning, housing and Government services.

While the internal migration scenarios discussed above are "voluntary" in character, forced internal movements or internal displacement also occurs in Tonga in the context of:

- sudden-onset disasters such as earthquakes, tsunamis, volcanic activity;
- slow onset processes including sea level rise, ocean acidification and extreme temperature and weather events causing land degradation and loss of livelihood.

In Tonga, the National Emergency Management Organization (NEMO) has the primary initial response role and coordinates the national response to disasters. Displacement caused by natural disasters, particularly sudden-onset events that happen with little to no warning, can be relatively short term in situations where residents can return and re-build or can be longer term if destruction to the home environment is permanent or severe. Internal migration of this nature pose a range of challenges for public policy including:

- issues over land use and ownership
- provision of emergency response services including essential life-saving services
- provision of post-emergency and recovery support including education, health care, food, access to employment, housing etc;
- identification of durable solutions for displaced communities that cannot return, including integration with host communities/urban centres if required
- protection of vulnerable groups and individuals.

Significant and long-term displacements would clearly require multi-stakeholder and cross-ministerial response in the delivery of public services and the management of community interests and expectations.

Slow onset processes like coastal erosion, ocean acidification and other forms of environmental degradation in the medium term will also drive both forced and voluntary internal movements in Tonga. In extreme cases, destruction of habitat and agricultural viability reduces the prospects for return to the home environment and increases the impetus for long term internal and/or outward migration which may also be perceived as displacement.

The Government of Tonga, with support from a range of donors is working on various disaster risk reduction and climate change adaptation strategies. The strategies can, among other things, reduce the prospect of displacement and the need for internal and/or outward migration.

3.3 International Migration (or Outward Migration)

Large-scale international migration from Tonga commenced in the 1960s, primarily to the cities of Auckland, Sydney, Brisbane, Honolulu, San Francisco, and Salt Lake City. These international flows peaked in the 1980s when an average of 1,900 persons left the country every year. However, according to the national census of 1996 and of 2006, this number has decreased to about 1,800 people annually.⁴

The Tongan diaspora is estimated to be 126,540, based on census data in Australia, New Zealand, and the United States, where the majority of overseas Tongans reside (see Table 2). By this estimate, the diaspora is larger than the population of Tongans residing in country, which is only 100,651.⁵ At present, the Government of Tonga does not have additional demographic data regarding the size of the Tongan diaspora or its profile.

In contrast to the situation with inward migration, Tongan legislation has little influence on the nature and volume of outward migration (although the citizenship provisions and some other legislation are relevant in terms of engagement with the diaspora). The primary roles of government in respect of outward migration are in terms of:

- advocacy for study and migration opportunities for citizens of Tonga
- provision of consular services for citizens of Tonga residing abroad
- diaspora engagement (which will be treated as a separate component)
- negotiation of labour mobility arrangements (see below).

Outward migration has already been occurring for a long time (over 50 years) due to a range of factors including:

- pressure on land and resources in Tonga
- the presence of anchor communities (primarily in USA, NZ and Australia) resulting in chain migration;
- study and employment opportunities;
- the pull factor of higher salaries and income earning opportunities in destination countries;
- sporting scholarships and opportunities.

The process of outward migration has had significant economic and sociological impacts – both good and bad. The size and disposition of the Tongan diaspora is a demographic and sociological reality. Tongans will continue to migrate offshore for the reasons set out above. Members of the diaspora frequently return to Tonga for short term or longer term stays. The question for policy makers is how the social, economic, cultural and knowledge flow relationships with the diaspora can best be harnessed to promote sustainable development.

A more recent but increasingly prominent component of outward migration from Tonga is the movement under labor mobility agreements between the Government of Tonga and the Governments of Australia and New Zealand, respectively. The labor mobility agreement between Tonga and New Zealand is known as the Recognized Seasonal Employer (RSE) scheme. The agreement between Tonga and Australia is known as the Seasonal Worker Programme (SWP), and in September 2018 was amended and renamed the Pacific Labour Scheme (PLS). These schemes also draw labour from a number of other Pacific countries. Through these labor

Table 2: Census Data for Tongan Diaspora

Country of Residence	United States	New Zealand	Australia
Population of Tongan Descent	57,000 ⁶ (2010)	60,333 ⁷ (2013)	9,208 ⁸ (2014)

Source: ACP-EU Migration Action, 2016. "Baseline Assessment Report: Strengthening Diaspora Engagement and Remittances in the Kingdom of Tonga".

4 Taufatofua, Pita. April 2011. "TCP/TON/3302: Migration, Remittances, and Development in Tonga". Food and Agriculture Organization of the United Nations: Sub-Regional Office for the Pacific Islands.

5 Government of Tonga, Ministry of Finance and National Planning. 2015. "Tonga Strategic Development Framework-II 2015-2025". pp 37. <http://extwprlegs1.fao.org/docs/pdf/ton168846.pdf>.

6 Hixson, Lindsay, Bradford Hepler, and Myoung Kim. May 2012. "The Native Hawaiian and other Pacific Population: 2010". US Census: 2010 Census Briefs. <http://www.census.gov/prod/cen2010/briefs/c2010br-12.pdf>.

7 Government of New Zealand, Department of Statistics. 2013. "Census 2013: Pacific Peoples Ethnic Group". <http://www.stats.govt.nz/Census/2013-census/profile-and-summary-reports/quickstats-culture-identity/pacific-peoples.aspx>.

8 Government of Australia, Department of Immigration and Citizenship. 2014. "Community Information Summary: Tonga Born". https://www.dss.gov.au/sites/default/files/documents/02_2014/tonga.pdf.

mobility schemes, Tongans are granted temporary visas to work in select sectors and industries in Australia and New Zealand. Most Tongans engage as laborers in the agricultural sector. However, the programs have recently expanded to include additional sectors and semi-skilled jobs, such as hospitality and aged care. This expansion was undertaken, in part, to attract more female workers, as the programs have traditionally been more popular with men. The establishment of labor mobility agreements has been crucial for increasing access to employment for Tongans, as they address the pressing problems of unemployment and under-employment due to a lack of formal job opportunities.

While the labor mobility schemes have been lauded as “a triple win” for migrants, sending countries, and receiving countries⁹ consultation with Government agencies in Tonga indicates that there are also some concerns about negative impacts including:

- family relationship stresses and breakdowns caused by workers spending protracted periods offshore isolated from their families; and
- shortages of labour in Tonga caused by the departure of significant numbers of the labour force.

Some changes to the design of these programs are under discussion including:

- Increase in the size of the labour force offtake;
- Increased opportunities for women to participate;
- opportunities for nuclear family partners to jointly participate
- a possible expansion of the sectors in which people participating in the scheme can find employment.

The economic benefits of these schemes are self-evident and it is likely they will continue to be a feature of the Tongan (and Pacific) migration landscape. The challenge for policy-makers will be to manage the future evolution of these schemes in a way that identifies and minimizes the negative impacts and maximises the sustainable development benefits.

3.4 Inward Migration

Inward migration may be divided into two categories:

- the entry of Tongan citizens (including dual nationals) for short or long term stay
- the entry of non-citizens.

Government policy has little direct influence on the entry of Tongan citizens since they have an automatic right of entry. Government policies may, however, be influential in creating conditions which attract members of the diaspora to return to Tonga whether for short stays or longer term residence. Diaspora engagement strategies (discussed below) are important in facilitating these movements.

Government policy relating to the entry of Tongan dual nationals who are travelling on non-Tongan passports is currently under review (in the context of the review of the visa system) with the prospect of making entry formalities clearer and simpler.

The Government has a high level of capacity to influence the inward migration of non citizens as it sets the rules and conditions which govern the entry of non-citizens through the visa system. It does this primarily by means of legislation – the key pieces of legislation are the Immigration Act and associated Regulations. The highest proportion of non-citizen entrants come to Tonga for tourism or short term business purposes but some intend longer term stays for employment, investment, family reunion or other reasons. In relation to these longer term stays, a number of other pieces of legislation are relevant – the most important being legislation relating to the labour market and foreign investment (Foreign Investment Act 2002).

Well managed inward migration has a number of positive development benefits;

- increased tourism and well directed tourism boosts the economy and creates local jobs;
- the importation of non-citizen skilled labour, subject to appropriate controls, supports key projects which are important to the economy overall and contributes to domestic skills development;
- appropriate foreign investment supports economic growth and creates jobs
- sound border protection policies help to protect the community from security threats and criminal elements;

⁹ World Bank. 2017. “Pacific Possible: Long Term Economic Opportunities and Challenges for Pacific Island Countries”. Pacific Possible Series. Washington DC: World Bank Group: <http://documents.worldbank.org/curated/en/168951503668157320/Pacific-Possible-long-term-economic-opportunities-and-challenges-for-Pacific-Island-Countries>.

- engagement with the global community on migration and related issues builds local capacity and helps position Tonga as a responsible and respected member of the regional and international community
- appropriate visa policies help protect victims of transnational crime and people in need of protection and support in line with international human rights norms and agreements;
- improved data collection capabilities and practices will inform future policy making.

It is noted that recent projects managed by PIDC and ACP EU Migration Action have focused on working with the Government of Tonga to modernize Tonga's immigration legislation and improve the functionality and accessibility of the Tongan visa system. The proposed arrangements include a set of interim measures designed to improve functionality within the existing legislative framework as well as so called "future state" measures which anticipate significant amendments to immigration legislation.

Tourism is an important component of the Tongan economy. Measures taken to facilitate tourism include:

- ensuring that inward travel arrangements are facilitative in nature while at the same time effectively screening against persons of concern;
- promoting investment in tourism ventures especially eco-tourism as these ventures benefit the broader economy, provide livelihoods and support measures to protect the natural environment.

Government policy providing for the importation of skilled labour needs to strike an appropriate balance. A visa regime which raises inappropriate or unnecessarily complex barriers can retard development and investment. The work visa system should encourage legitimate employment of people who have skills in demand while at the same time ensuring that employers are accountable and meet certain obligations and that the system more broadly is not abused. The proposed reforms arising from the ACP EU visa review (as provisionally endorsed by the Government of Tonga) provide appropriate improvements to the policy platform for foreign national employment.

Foreign investment needs to be appropriately regulated and this usually involves intersection between legislation governing foreign investment and immigration legislation. Taxation law may also be relevant. There are various policy considerations which states need to consider in the context of their national development plans and objectives – for example does the

Government wish to encourage investment in certain sectors of the economy and not in others.

The primary objectives of a border protection system are:

- to ensure the integrity of the visa system and immigration system;
- to minimise and manage irregular migration;
- to protect the community by preventing the entry of or effecting the expulsion of non-citizens who are of character concern. A person may be of character concern because of past or present criminal conduct or engagement in transnational crime, terrorism or threats to national security.

The elements of sound border protection measures include:

- the capacity to capture and analyse data on incoming and departing passengers (with appropriate personal data protection measures);
- well trained primary and secondary line officers at points of entry;
- sound intelligence gathering and sharing practices;
- an effective national alert system linked to a border management system which should include integration with Interpol and regional intelligence sources

Tonga's close engagement with regional fora and organizations which relate to immigration issues including PIF, PIDC, Bali process, IOM, UNODC, UNHCR, ACP EU help to strengthen its effectiveness in managing inward migration issues and processes. Benefits include access to training, access to intelligence, best practice exchanges and capacity building opportunities.

Tonga has already put in place some mechanisms to detect and deal with Trafficking in Persons (TIP). Trafficking is a growing threat in the Pacific and several Pacific countries are working on national strategies to address the problem. Trafficking can affect both Tongan nationals and nationals of other countries. Combating trafficking requires a whole of Government strategy which deals with prevention, prosecution of perpetrators and protection of victims. Proposed visa reforms currently under consideration would enhance the capacity of Tonga to deal with trafficking situations.

Data collection capacity will build Tonga's capacity to understand migration trends and support the gathering of immigration intelligence. Good data collection and analysis informs policy development processes across multiple areas of public policy including infrastructure planning, investment

strategy and regulation. Thus good data collection regimes contribute directly to national development.

A sound understanding of inward migration dynamics and other relevant policy issues and challenges forms a basis for the formulation of sustainable development policies in two principal ways – it can:

- inform the planning processes of a range of agencies which are impacted by or deal with inward or outward migration and can build development synergies by assisting agencies to understand and engage with migration processes; and
- contribute to the adoption of specific measures, interventions or policies which are interconnected with migration.

3.5 Diaspora Engagement

The development potential of diaspora engagement has been widely recognized internationally for some years. The IOM Global Compact thematic on Diasporas¹⁰ makes the following important observation:

Diaspora engagement processes need to be transformed from ad hoc exercises to high level policy priorities embedded in Government structures with requisite budgetary planning

The IOM diaspora paper¹¹ also identifies a number of ways in which SDG targets can be addressed by various types of diaspora contributions including:

- Transfer of skills from skilled diaspora members and their social networks
- Financial contributions through trade, entrepreneurship and investment
- Diaspora responses to crisis – development and humanitarian actions

In addition there is the obvious impact of remittances which can improve living conditions of receiving families and provide potential for micro-business ventures.

The Tongan diaspora is influential in terms of its development impacts primarily because of its size relative to the resident population. Section 5 of the MDSP documents various strategies which the Government of Tonga might pursue in furthering the level of diaspora engagement in the interests of sustainable development.

3.6 Remittances

One significant consequence of Tonga's proportionally large diaspora population is the high level of remittances flowing to the Kingdom. Remittances are major foreign exchange earnings in small economies like Tonga. In fact, as a share of GDP, Tonga is one of the most dependent countries on remittances in the South Pacific and in the world. In 2015, remittances comprised 27.9% of Tonga's GDP, ranking the island nation only fourth in the world after Tajikistan, Kyrgyz Republic, and Nepal. This figure represents an increase from the previous year when 23.8% of Tonga's GDP was comprised of remittances. By comparison in 2015, 18% of Samoa's GDP came from remittances and 14% for the Marshall Islands.¹²

The National Reserve Bank of Tonga (NRBT) defines remittances as four distinct financial transfers: private transfers, employee compensation, private capital transfers, and social benefits. However, the vast majority of remittances entering Tonga, 89.8%, are private transfers sent to relatives and friends. In 2017, the NRBT reported that Tonga received a total of TOP 300.9 million flowing through official channels. This sum represents an 11% increase from the previous year. Within the first six months of 2018 (from January through June), remittances reached a new record high, as the NRBT reports that TOP 344.7 million were received through official channels.¹³

Remittances from seasonal workers in Australia and New Zealand constitute a significant and expanding stream of Tonga's remittance flows. For example, a 2015 study commissioned by the Government of New Zealand finds that seasonal workers from Tonga and Samoa send

10 https://www.iom.int/sites/default/files/our_work/ODG/GCM/IOM-Thematic-Paper-Harnessing-the-contributions-of-transnational-com.pdf.

11 Ibid p 2.

12 World Bank. 2016. "Migration and Remittances Fact Book 2016" Washington DC: World Bank Group: <https://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1199807908806/4549025-1450455807487/Factbookpart1.pdf>.

13 Government of Tonga, National Reserve Bank of Tonga. "Economic Indicators: Remittances". <http://www.reservebank.to/index.php/economic/rem.html>. Access: 14 November 2018.

home approximately 42% of their net income (after tax and fixed deductions). This percentage reflects only money sent through formal channels and it does not include in-kind contributions, such as goods, clothing, and building materials, brought as cargo through ports.¹⁴ The Government of Tonga through efforts introduced by the Tonga Development Bank, as well as through partnerships with the UN-supported Pacific Financial Inclusion Programme, is working towards promoting the use of formal financial institutions for the transfer of remittances. Some commercial banks, such as ANZ through its Money Minded Program, have also taken on an active role in this space. These efforts all place importance on increased financial literacy around remittances and they target seasonal agricultural workers to Australia and New Zealand for trainings on various topics, such as the importance of opening bank accounts to facilitate remittance transfers and of saving remittances for future investment. In addition, employers in Australia and New Zealand who participate in the labor mobility schemes are encouraged to render payments via direct bank deposits, instead of cash.

In estimating the volume of remittances flowing into Tonga, it should also be noted that a significant amount enters through informal channels. These informal remittances go unreported and, if they were to be included in the NRBT's official estimates, the data would be significantly affected. In addition, it is important to note that in-kind remittances are not counted towards the NRBT's estimate. The high cost of sending remittances contributes to the use of informal channels. Moreover, in the case of Tonga, workers' frequent travel between Australia and New Zealand through the labor mobility programs and those countries' proximity to Tonga (in comparison to the United States for example) have also increased the likelihood that seasonal workers carry money home themselves when returning for the off-season or that they rely on friends or other trusted carriers.

Over 90% of remittances destined for Tonga originate from Australia, New Zealand, and the United States. According to the NRBT, in 2017, the Australian dollar became the dominant currency for remittance transfers, surpassing the US dollar, as, 35% of remittances originate from Australia. In contrast, remittance inflows from the United States account for 33% and remittance inflows from New Zealand account for 27%.

For remittances sent through formal channels, foreign exchange dealers, such as Western Union, are the preferred transfer method. They capture over 87% of the market for remittance service providers, given their large number of access points and faster services, especially in comparison to commercial banks.¹⁵

14 Government of New Zealand, Ministry of Business, Innovation & Employment. 2015. "Remittance Pilot Project: The Economic Benefits of the Recognised Seasonal Employer Work Policy and Its Role in Assisting Development in Samoa and Tonga". <http://www.employment.govt.nz/er/rse/rse-remittance-pilot-project.pdf>.

15 Villacres, Daniela. 2017. "Strengthening Diaspora Engagement and Remittances in the Kingdom of Tonga". International Organization for Migration, ACP-EU Migration Action: Technical Assistance Intervention TA/039/2016.

4. Legislation and Frameworks Governing Migration in Tonga

The MSDP is informed and guided by a number of international and regional frameworks, as well as national legislation and policies.

4.1 International Frameworks

4.1.1 2030 Agenda for Sustainable Development¹⁶

In September 2015, the United Nations General Assembly adopted the 2030 Agenda for Sustainable Development (2030 Agenda), which consists of 17 Sustainable Development Goals (SDGs) and 169 accompanying targets. Target 10.7 (“facilitate orderly, safe, regular, and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies”) directly addresses migration and this represents the first time that migration has been explicitly integrated into the global development agenda.

Although migration is only explicitly addressed in one target, the whole of the 2030 Agenda and all its SDGs offer a comprehensive framework for examining the complex and dynamic relationship between migration and sustainable development. Given the holistic approach adopted by the 2030 Agenda, migration is treated as a multi-faceted reality that has the potential to positively contribute towards development outcomes across sectors and stakeholders. This dynamic approach moves the discussion on migration and sustainable development away from focusing solely on how migrants contribute to countries of origin; rather, it considers migration to have wide-reaching development outcomes for countries of destination and transit as well. Moreover, the inclusion of migration into the SDGs calls for greater policy coherence through the integration of migration issues across all development sectors. By strengthening coherence between migration and sustainable development agendas, migration policies can improve development outcomes, and development policies in turn can improve migration outcomes.

The 2030 Agenda also sets an important precedent for how migration governance can take shape in the future. The inclusion of migration into the SDGs calls for greater

policy coherence through the implementation of migration policies and governance schemes. The 2030 Agenda supports a holistic and collaborative approach to migration governance, which encourages cooperation at local, national, regional, and global levels and which prioritizes global partnerships. It moves beyond classifying countries as origin, transit, or destination and does not assign roles and responsibilities to them accordingly. Rather, while recognizing state sovereignty, it adopts the view that all countries could benefit from greater collaboration to support and promote improved migration governance.

4.1.2 Global Compact for Safe, Orderly, and Regular Migration¹⁷

In addition to the 2030 Agenda, the Global Compact for Safe, Orderly and Regular Migration (GCM), formally adopted by the great majority of UN Member states in December 2018, is also part of the global push to recognize migration as a development force and to leverage opportunities for further gains. The GCM reinforces the 2030 Agenda and proposes a shared global approach recognizing migration’s role in all dimensions of development. It affirms that safe, orderly, and regular migration works for all when it takes place in a well-informed, planned, and consensual manner. The GCM is non-binding and it is grounded in values of state sovereignty, responsibility-sharing, non-discrimination, and human rights. It is the first UN global agreement on a common approach to international migration and it recognizes that a cooperative approach is needed to optimize the overall benefits of migration, while addressing its risks and challenges for individuals and communities in countries of origin, transit, and destination. Moreover, the GCM is based on a set of cross-cutting and interdependent guiding principles: people-centered, international cooperation, national sovereignty, rule of law and due process, sustainable development, human rights, gender-responsive, child-sensitive, whole-of-government, and whole-of society.

¹⁶ Vidal, Elisa Mosler. October 2018. “Migration and the 2030 Agenda: A Guide for Practitioners”. Geneva: International Organization for Migration and Swiss Agency for Development and Cooperation: http://www.migration4development.org/sites/default/files/en_sdg_web.pdf.

¹⁷ International Organization for Migration. Global Compact for Safe, Orderly, and Regular Migration: <https://www.iom.int/global-compact-migration>.

The GCM outlines 23 specific objectives for better managing migration at local, national, regional, and global levels. In addition, it supports the following four overarching goals:

- Aims to mitigate the adverse drivers and structural factors that hinder people from building and maintaining sustainable livelihoods in their countries of origin;
- Intends to reduce the risks and vulnerabilities migrants face at different stages of migration by respecting, protecting and fulfilling their human rights and providing them with care and assistance;
- Seeks to address the legitimate concerns of states and communities, while recognizing that societies are undergoing demographic, economic, social and environmental changes at different scales that may have implications for and result from migration;
- Strives to create conducive conditions that enable all migrants to enrich our societies through their human, economic and social capacities, and thus facilitate their contributions to sustainable development at the local, national, regional and global levels.

4.1.3 Sendai Framework for Disaster Risk Reduction 2015–2030¹⁸

The Sendai Framework for Disaster Risk Reduction 2015–2030 has implications for migration and development in the context of forced displacement due to disasters. More specifically, the Sendai Framework, adopted in March 2015, aims to achieve the substantial reduction of disaster risk and losses in lives, livelihoods, and health and in the economic, physical, social, cultural, and environmental assets of persons, businesses, communities, and countries over the next 15 years. It is a voluntary, non-binding agreement, which recognizes that the state holds the primary role in reducing disaster risk, but that responsibility should also be shared with other stakeholders, including local government and the private sector.

The Sendai Framework sets four specific priorities for action to prevent new and reduce existing disaster risks: (i) Understanding disaster risk; (ii) Strengthening disaster risk governance to manage disaster risk; (iii) Investing in disaster reduction for resilience and; (iv) Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.

4.1.4 S.A.M.O.A Pathway

Initiated in September 2014, the SIDS Accelerated Modalities of Action (S.A.M.O.A.) Pathway, also known as the S.A.M.O.A Pathway, is another key framework that informs the formulation of the 2030 Agenda and ensures that the unique priorities of SIDS be effectively identified and included. In comparison to non-island states, SIDS face similar development challenges, such as geographic and economic isolation, limited resources, environmental fragility, and high costs of transportation and energy. Most significantly, the effects of natural disasters—some of which have increased in intensity and some of which have been exacerbated by climate change—pose a particular challenge for SIDS. The S.A.M.O.A Pathway recognizes that SIDS’ progress towards the SDGs can be hampered by their continued struggles to cope with these effects. Thus, the S.A.M.O.A Pathway recognizes that there is a critical need to build resilience, strengthen monitoring and prevention, reduce vulnerability, raise awareness, and increase preparedness in order to respond to and to recover from disasters¹⁹. In September 2019, a high-level mid-term review of the S.A.M.O.A Pathway will be conducted to evaluate progress made towards addressing its stated goals. The mid-term review is expected to result in a concise, action-oriented, and inter-governmentally agreed political declaration. In preparation for the review, a series of regional preparatory meetings have been held, culminating in the Inter-regional Preparatory Meeting, which convened from 30 October to 1 November 2018.²⁰

18 UN Office for Disaster Risk Reduction. Sendai Framework for Disaster Risk Reduction 2015-2030: <https://www.unisdr.org/we/coordinate/sendai-framework>.

19 UN General Assembly. 14 November 2014. “Resolution 69/15: Small Island Developing States Accelerated Modalities of Action (Samoa Pathway)”, Agenda Item 13 (a). UN Sustainable Development Knowledge Platform: http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/69/15&Lang=E.

20 Mead, Leila. 8 November 2018. “SIDS Regions Meet in Advance of the Mid Term Review of SAMOA Pathway.” SDG Knowledge Hub: <http://sdg.iisd.org/news/sids-regions-meet-in-advance-of-mid-term-review-of-samoa-pathway/>.

4.2 Regional Frameworks

Several key regional frameworks in the Pacific guide the formulation of Tonga's MSDP framework:

4.2.1 Framework for Resilient Development in the Pacific

At the regional level, the Pacific Island Forum plays a key role in shaping the policy discourse and meeting the development objectives laid out in the 2030 Agenda and the SDGs. In doing so, the Forum emphasizes contextualizing the global agenda to national and regional priorities and streamlining implementation and reporting. As part of the Forum's commitments, it supports several key regional frameworks and agendas for sustainable development including the Framework for Resilient Development in the Pacific (FRDP) which was endorsed by Pacific Governments in 2016 following a series of consultations. The FRDP is a regional framework that provides an integrated approach to address climate and disaster risk management to avoid silos and maximize synergies between the two areas. To this end, the FRDP offers high level strategic guidance to different stakeholders on how to enhance resilience to climate change and disasters, in ways that contribute to and are embedded in sustainable development. It also specifically recognizes the need to enhance the implementation capacity of developing countries, in particular Small Island Developing States (SIDS). The FRDP identifies three inter-related goals to be pursued by all stakeholders, working in partnership, in order to enhance resilience to disasters and climate change in the context of sustainable development and efforts to eradicate poverty: (i) Strengthened integrated adaptation and risk reduction to enhance resilience to climate change and disasters; (ii) Low-carbon development; and (iii) Strengthened disaster preparedness, response and recovery.²¹

4.2.2 Pacific Roadmap for Sustainable Development

The Pacific Roadmap for Sustainable Development endorsed in September 2017 by the UN and Pacific governments also guides regional responses towards the achievement of the 2030 Agenda and the SDGs within the context of national plans and priorities, the S.A.M.O.A Pathway, and other

leading regional frameworks. The Roadmap was prepared by the Pacific SDG Taskforce through an open, consultative, and country-driven process. It is premised on the principle of leaving no one behind and reiterates the need for national ownership. Moreover, the Roadmap promotes peace, harmony, security, social inclusion, and prosperity in the region so that all Pacific people can lead free, healthy, and productive lives.²² More specifically, the Roadmap identifies steps toward preparing regional indicators, organizes an integrated regional reporting process, and provides support where needed for monitoring and reporting. Although planning, implementation, monitoring, and accountability for sustainable development are primarily a country-led effort, international and regional cooperation and collaboration will be provided to supplement limited resources and capacities in some countries, and in response to regional issues (e.g., global and regional public goods and transboundary issues) that cannot be addressed by any one country alone.²³

4.2.3 The Boe Declaration

From 3 to 6 September 2018, leaders of Pacific Island Forum member states held their annual meeting in Nauru. One outcome of their discussion was a communique known as the Boe Declaration²⁴ which addresses regional security issues. The declaration expands the idea of regional security to include environmental issues. It specifically names climate change as the region's "single greatest threat". Among other things the Declaration states that member countries:

aspire to strengthen and enhance our capacity to pursue our collective security interests given our responsibility to sustain our Pacific peoples and our resources;

The Boe Declaration aligns with the MSDP in that it:

- strengthens capacity to deal with issues of regional security including transnational crime threats and threats to border integrity; and
- affirms the centrality of the climate change issue as a threat to regional stability and a driver of displacements.

21 Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management (2017-2030). September 2016. Pacific Island Forum Secretariat: https://pacificclimatechange.net/sites/default/files/documents/FRDP_2016_Resilient_Dev_pacific.pdf

22 Paul, Delia. 8 November 2017. SDG Knowledge Hub: <http://sdg.iisd.org/news/pacific-countries-discuss-implementing-regional-roadmap-for-sustainable-development/>.

23 UN Economic and Social Commission for Asia and the Pacific. July 2017. Regional Roadmap for Implementing the 2030 Agenda for Sustainable Development in Asia and the Pacific: <https://www.unescap.org/publications/regional-road-map-implementing-2030-agenda-sustainable-development-asia-and-pacific>.

24 Text of declaration at: <https://www.forumsec.org/boe-declaration-on-regional-security/>.

4.2.4 United Nations Pacific Strategy 2018-2022

The United Nations Pacific Strategy (UNPS) 2018-2022 is a multi-country, strategic framework, which outlines a coordinated approach to support UN response to the 2030 Agenda, taking into account the development priorities of Pacific island countries and territories. These UN efforts are tailored to each Pacific country's national priorities and responds to Pacific leaders' call to align work programs and operations to support the S.A.M.O.A Pathway and other internationally and regionally agreed outcomes. To this end, the UNPS outlines six outcomes, which address strategic priorities, promote mutual accountability for development results in the region, further Pacific to Pacific cooperation, and enable the targeting of valuable UN resources to areas where they are most needed.

4.2.5 IOM Pacific Strategy

The International Organization for Migration (IOM) Pacific Strategy 2017–2020²⁵ provides a strategic framework for IOM in addressing migration challenges in the Pacific. The strategy was developed in close consultation with Pacific states and clearly has synergies with MSDP. The strategy identifies three strategic priorities for IOM activities in the Pacific which are:

- (a) Migrants and communities in the Pacific benefit from migration as a sustainable development and climate change adaptation strategy.
- (b) Displaced persons and affected communities in the Pacific are protected from and resilient to the impact of natural disasters and climate change.
- (c) Migrants in the Pacific enjoy protection from human rights abuses and are able to migrate in a safe, orderly and dignified manner.

The introductory paragraphs for the Strategy note that:

IOM's work in the Pacific falls under several areas of migration governance, and includes projects in the fields of development, humanitarian assistance and human rights. Projects that IOM has implemented include technical assistance to strengthen border management and prevent and respond to trafficking in persons, support to strengthen migration policy frameworks, and working with national, subnational and community partners to strengthen disaster risk reduction (DRR) and climate change adaptation.

The outcomes and outputs specified in the Strategy document align closely with strategies set out in the MSDP.

4.3 National Development Framework and National Legislation

4.3.1 Tonga Strategic Development Framework-II 2015-2025

The Tonga Strategic Development Framework-II 2015-2025 (TSDF-II) provides an overarching, high-level framework for Tonga's long-term development. The language and structure of the TSDF-II build upon the ongoing reform process in order to establish a more integrated planning and budgeting system. The framework is organized around seven national outcomes, which are grouped into five key pillars: (i) economic, (ii) social, (iii) political, (iv) infrastructure and technology, and (v) natural resources and environment. Tonga's traditional and Christian values, as well as modern development values, are embedded within the TSDF-II. In this regard, the national framework reflects the country's deep-seated motto (God and Tonga are My Inheritance), as well as its changing attitudes and behaviors due to Tonga's dynamic interaction with external influences and global development principles. At the highest level, the TSDF-II informs national stakeholders and development partners of Tonga's development goals and it frames how these should align with the specific outcomes and impacts delineated in national planning and policy at the ministerial level. It also provides a cascading structure framing results, as well as indicators, with targets, to facilitate monitoring and measurement of high-level progress. In addition, the TSDF-II guides the development of the Government of Tonga's external economic relations, as well as the country strategies and the assistance programs of development partners. Moreover, the TSDF-II guides the formulation of sector plans, ministerial corporate plans, and the allocation of resources in medium-term budgetary frameworks.

While the TSDF-II references migration throughout, it draws only loose connections to migration's implications for the country's development planning. At present, migration is not incorporated into the TSDF-II or into any line ministries' corporate plans in a rigorous and comprehensive way.

²⁵ IOM Pacific Strategy 2017–2020: <https://publications.iom.int/books/iom-pacific-strategy-2017-2020>.

4.3.2 Legislation Governing Migration Issues in Tonga

There is no specific legislation regulating the migration of Tongan citizens overseas. The Passports Act governs the issuance of overseas travel documents. In addition, in 2007, the Nationality (Amendment) Act was passed revoking the ban on dual citizenship. This has important implications for enhancing the level of formal engagement with the diaspora.

Labor mobility schemes for Tongan emigrants are facilitated through bi-lateral agreements with the Government of Australia (formerly the SWP and currently known as the PLS) and the Government of New Zealand (RSE).

The following pieces of national legislation are relevant to migration in Tonga:

- (1) Act of Constitution of Tonga
- (2) Immigration Act and associated Regulations
- (3) Land Act
- (4) Foreign Investment Act
- (5) Companies Act
- (6) Business Licenses Act
- (7) Counter Terrorism and Transnational Organised Crime Act 2013
- (8) Public Health Act
- (9) Electoral Act
- (10) Extradition Act
- (11) Nationality Act
- (12) Emergency Management Act
- (13) Education Act
- (14) Environment Management Act
- (15) National Spatial Planning and Management Act
- (16) Births, Deaths and Marriages Registration Act
- (17) Illicit Drugs Control Act
- (18) Divorce Act
- (19) Criminal Offences Act

5. Thematic Areas of the Policy

The MSDP is organized according to fourteen thematic areas. Each thematic area addresses the intersection of migration and sustainable development for that given sector, as well as the policy statements, objectives, and strategies that must be considered for all policy stakeholders and beneficiaries. Moreover, the MSDP highlights the unique roles and considerations of two important segments of the population and how their distinct needs and priorities cut across the formulation of the MSDP's policies.

First, the MSDP pays special attention to all vulnerable populations, but especially how gender shapes resilience and risk factors amongst women and men, as well as boys and girls. In addition, diaspora serves as a second important segment of the population given that the potential of migrants to increase opportunities for sustainable development cuts across all sectors in Tonga, such as trade, investments, access to education, improved healthcare, and the transfer of skills and knowledge.

5.1 Facilitating Remittances

Policy Statement

1. Leveraging remittances for development is an important aspect of the migration-development nexus. However, the high cost of remittance transfers lessens their development impact. The cost of sending money to Tonga remains high compared to the global average and these costs are well above the global target of 3%. This cost has risen significantly, in part, due to the limited number of money transfer operators in the market and due to more stringent global financial regulations. Lowering money transfer costs is vital for facilitating the flow of remittances to Tonga and ultimately maximizing their positive development impacts. The high cost of transfers results in a high volume of informal remittance flows which are not captured by current data collection methods.
2. Programs promoting financial literacy and customer awareness regarding remittance prices and money transfer options are critical for facilitating the flow of remittances. Support for and implementation of financial literacy campaigns is one area where the Government of Tonga can have the greatest and most direct influence on remittance prices.
3. Remittances can be an important entry point into the formal financial sector for migrants and their relatives, especially for low-income and rural recipients who are often excluded from or underserved by financial services

and banking networks. Greater integration and inclusion of remittances recipients into Tonga's financial systems can have vital long-term implications on financial and economic development in the country.

4. Remittances, both as financial flows and as in-kind contributions, are important coping mechanisms during periods of crisis and natural disasters, as well as for recovery efforts.

Policy Objectives

1. Leverage the potential of remittance for sustainable development planning.
2. Reduce barriers and costs associated with remittance transaction transfers.
3. Promote remittances as an entry point into greater financial inclusions and vehicles for improved financial literacy.
4. Facilitate the channeling of remittances towards recovery efforts during and post periods of crisis and natural disaster.

Policy Strategies

1. Support financial literacy programs and other information campaigns, including but not limited to pre-departure training sessions for seasonal workers, that raise awareness amongst remittance senders and recipients about costs associated with sending money home, differences between service providers, and digital transfer options, as well as planning for the saving of and investment of remittances.
2. Expand access to finance, including banking, insurance, and other financial services through outreach and education and information campaigns targeting remittance senders and recipients. Outreach efforts should effectively engage participants in discussions of personal finances and goals, basic concepts of financial

management, and match migrants' realistic needs and interests with available financial products, such as savings accounts, insurance policies, or credit. Moreover, financial education programs must be tailored to the needs and realities of vulnerable populations, including women and residents in the outer islands.

3. Strengthen the capacity of domestic financial institutions to encourage and expand access to banking, insurance, and other financial services for all.
4. Better integrate money transfer operators and other remittance service providers into Tonga's financial institutions.
5. Utilize innovative products and new technologies to broaden formal remittance markets.
6. Streamline and formalize a process in which the national emergency response and recovery committee quickly facilitates the transfer of financial and in-kind remittances through customs. Maintain concession on duty rates of construction materials and expand concession to include other contributions made post disaster.

5.2 Engaging Diaspora

Policy Statement

1. In the TSDF-II, the Government of Tonga recognizes the increasingly vital role which the diaspora plays in contributing to Tonga's development and it considers their engagement to be integrally aligned with the country's sustainable development objectives. Thus, the TSDF-II aims to proactively engage overseas Tongans, both new and longstanding migrants, for the strategic development of the country. More specifically, under Pillar 2—Outcomes 2.8, the TSDF-II explicitly states: Improved collaboration between Tongans in the Kingdom, and the Tongan diaspora to help develop the social and economic quality of life of both groups.²⁶ Moreover, the diaspora is also implicitly referenced in Pillar 1—Outcome 1.5: Better access to overseas trade, employment and foreign investment, where it is noted that Tonga is “fortunate to already have a large Tongan diaspora providing important connections which facilitates wider engagement”.²⁷

Policy Objectives

1. Formalize and maximize the Government of Tonga's efforts to integrate diaspora into Tonga's development planning in a strategic and participatory manner.
2. Encourage the mobilization of diaspora resources, including skills and investments, to implement programs and policies in support of national development planning.
3. Enhance the transfer of skills, technology, and research by diaspora.
4. Foster links between the diaspora, civil society, and the private sector in Tonga.

Policy Strategies

1. Elaborate a diaspora engagement framework to maximize and mobilize diaspora efforts and financing for national development planning.
2. Create a conducive legislative and policy environment which facilitates the transfer of knowledge, skills, and resources from the diaspora.
3. Conduct diaspora mapping to better profile their demographic characteristics, as well as their level of and type of interest in engaging with the Government of Tonga.
4. Develop and regularly update a diaspora database from relevant sources
5. Empower consulates to perform diaspora outreach and to leverage existing diaspora networks, such as those through village associations, kava clubs, and alumni groups and develop a website which canvasses and promotes issues relevant to diaspora engagement.
6. Provide capacity building for the Government of Tonga's ministries, departments, and agencies to efficiently manage and process diaspora inquiries, contributions, and feedback.
7. Adopt and implement platforms that encourage diaspora contributions, particularly for community development, investment promotion, and skills exchange.

26 Government of Tonga, Ministry of Finance and National Planning. 2015. “Tonga Strategic Development Framework-II 2015-2025”. pp 2. <http://extwprlegs1.fao.org/docs/pdf/ton168846.pdf>.

27 Ibid, pp 64.

5.3 Safeguarding Social Institutions and Tongan Values

Policy Statement

1. The majority of regular migration movements have beneficial outcomes. People are motivated to migrate to improve their circumstances, reunite with family, seek education or widen their experience. However, migration can have adverse consequences in some cases. Changes in family structures can give rise to family disintegration, divorce, alcohol and drug use and delinquent criminal activity. Appropriate policies are needed to address and mitigate these risks posed to Tongan families and to uphold traditional Tongan values which are positive and relevant including language and culture, social cohesion and community support.
2. Noting that migration can result in an erosion of traditional social institutions and their inherent social protection mechanisms, vulnerable Tongans, particularly women, girls, boys, the elderly, and persons with disabilities, may be at greater risk of violence in both public and private spheres. Addressing these risks, especially gender based violence, is a policy priority for better addressing the implications of migration for Tonga's sustainable development.
3. Changes to Tonga's social institutions, including family and community structures, which may occur in the context of migration have placed women and girls in particular in strained economic and legal circumstances. Improved social protection mechanisms and reforms are needed to address the specific vulnerabilities and risk factors experienced by women and girls due to migration.

Policy Objectives

1. Safeguard Tonga's social institutions, particularly family and community structures, and strengthen social protection mechanisms to mitigate the risks of migration.
2. Preserve traditional Tongan values underpinning social institutions.
3. Protect vulnerable individuals and groups from inequality and all forms of violence and exploitation in both public and private spheres, especially gender based violence.
4. Ensure that women and girls are not disadvantaged in accessing economic resources and opportunities in order to secure their rights and livelihoods in the face of changing social institutions and norms due to migration.

Policy Strategies

1. Strengthen partnerships bringing together a broad coalition of community stakeholders, including civil society associations, women and children's crisis centers, youth sports programs, law enforcement, and faith-based leadership, to safeguard social institutions, particularly family and community structures, and to adapt positively to changing dynamics brought about by exposure to modern social and cultural norms and increased migration.
2. Mitigate the risks to traditional Tongan values brought about by increased migration through the development of unified messaging and policy initiatives delivered via a broad coalition of stakeholders.
3. Prioritize the needs of vulnerable populations and allocate appropriate funding, resources, and training to prevent and to respond to their unique concerns, particularly in regards to gender based violence.
4. In developing public policy, continually review the scope for removing impediments to the empowerment of women in relation to employment and all forms of economic, social and political activity.

5.4 Building Resilience Against Climate-Induced Risks and Natural Disasters

Policy Statement

1. Reducing the risk of environmental factors, such as natural disasters and climate change, is a policy priority for the Government of Tonga, as these events result in direct economic losses, cause harm to vulnerable populations, increase food insecurity, and impede access to social services. To this end, the Government of Tonga adheres to several international policy frameworks, which integrate climate change and disaster management measures into national planning. Policies and interventions have focused on increasing the resilience of communities which are vulnerable to forced displacement due to elevated environmental risks.
2. The Government of Tonga has articulated its strategy in the second version of the Joint National Action Plan on Climate Change and Disaster Risk Management (JNAP2). It sets out six policy objectives and targets and an implementation strategy for the country to achieve its vision of a Resilient Tonga by 2035. JNAP2 is aligned with the Tonga Climate Change Policy and covers both climate change adaptation and disaster risk management. Taking a 'whole of Tonga' approach, JNAP2 remains consistent with the Framework for Resilient Development in the Pacific and international agreements including the Sendai Framework, the Paris Agreement, and the Sustainable Development Goals.

Policy Objectives

1. Reduce the exposure, vulnerability, and risk of displacement as a result of climate change and natural disasters which may contribute to direct economic losses and cause harm to vulnerable populations.
2. Strengthen the resilience and adaptive capacity of individuals and communities to respond to climate-related hazards and natural disasters, especially amongst the most vulnerable segments.
3. Boost human and institutional capacity for effective climate change-related planning and disaster management, including building capacity around how best to address the needs and risk factors affecting vulnerable populations, particularly women, youth, and persons with disabilities.
4. Improve education and awareness-raising on climate change mitigation, adaptation, impact reduction, and early warning, particularly amongst vulnerable communities.

Policy Strategies

1. Integrate human mobility and displacement strategies into national policies and planning related to climate change and disaster management, including targeted measures addressing the risks and barriers for the most vulnerable men, women, and youth.
2. Conduct research and data collection to identify communities at-risk of displacement and broader migration trends in the context of climate change to support evidence-based programmes, including related to relocation.
3. Implement initiatives to reduce the risk of displacement due to climate change and natural disasters, such as programs to address soil erosion along the coastline and the preservation of fish habitats.
4. Implement initiatives to build resilience, as well as mitigation and adaptation strategies, to adopt holistic disaster risk management at all levels.
5. Improve coordination and collaboration between national, regional, and community based partners to ensure synergy and consistency and maximize the benefits of programs and initiatives.
6. Maintain active participation in all relevant international and regional fora and negotiations addressing displacement due to climate change and natural disasters.
7. Conduct education and outreach programs, particularly amongst vulnerable communities and through the school system, on displacement and climate change mitigation, adaptation, impact reduction, and early warning.
8. Mainstream the needs of vulnerable groups, including women, youth, and persons with disabilities into disaster risk management and climate change adaptation and mitigation strategies, which address human mobility and displacement.
9. Hold consultations and dialogues with communities vulnerable to natural disasters and environmental displacement in order to raise awareness on relocation strategies and alternatives.
10. Develop monitoring and evaluation frameworks and conduct capacity building and training on how to address human mobility and displacement due to environmental factors and climate change.
11. Develop strategies to harness and maximize benefits of diaspora contributions to disaster response.

5.5 Protecting the Environment and Preserving Natural Resources

Policy Statement

1. The protection of the environment, as well as the sustainable management and efficient use of natural resources, has important consequences for migration and sustainable development policies in Tonga, as their depletion and erosion contributes to the forced displacement of individuals and communities, particularly those residing along the coastline and in the outer islands. Environmental degradation, particularly soil erosion, inefficient use of water sources, and exploitation of living aquatic resources, also affects farming, fish stocks, habitats ecosystem, and biodiversity. These environmental risk factors not only affect the economic gains to be reaped from the sustainable and efficient use of marine resources, but are also potential drivers of migration, especially from the outer islands. Thus, improving and diversifying the livelihoods of communities dependent on marine resources is a priority for the Government of Tonga, as well as for the livelihoods and economic productivity of the affected populations.

Policy Objectives

1. Encourage and achieve the protection, sustainable management, and efficient use of natural resources.
2. Combat and avoid adverse impacts of environmental degradation and depletion of natural resources.
3. Strengthen the resilience of natural resources and take action for their restoration.
4. Increase the economic benefits from the sustainable management and use of natural resources.

Policy Strategies

1. Conduct outreach programs and education campaigns to increase public awareness, especially along coastline communities, on the sustainable and efficient use of natural resources and make explicit links to how the adoption of new sustainable practices may deter or delay migratory movements. Outreach and information campaigns around these issues are particularly important in the outer islands where populations are most affected by internal migration and climate related displacement.
2. Promote the use of sustainable fishing and farming practices and make explicit links to how the adoption of new sustainable practices may deter or delay migratory movements.
3. Establish adequate processes for the identification of durable solutions for displacement in the context of climate change.

4. Invest in infrastructure such as drainage systems and retaining walls and infrastructure related to sustainable energy, water and waste management in order to reduce environment degradation.
5. Conserve water resources and identify alternative water sources, such as wells and villages water pumps.

5.6 Planning for Urbanization and Relocation

Policy Statement

1. Internal migration trends show a steady movement of people from the outer islands into the main island of Tongatapu. Consequently, appropriate policies and programs are needed to ensure that Tongatapu is equipped to handle the population fluctuation in terms of land allocation, spatial planning, the provision of services, and the prevention of informal residential settlements.
2. Disparities between island divisions within Tonga fundamentally underpin the relationship between internal migration and development, particularly as concerns planning for urbanization and relocation. The uneven distribution of economic opportunities, as well as disparities in social services and resources, in the outer islands has driven internal migration into Tongatapu, which offers better employment opportunities, greater access to schools, and more social services, especially for women, youth, and persons with disabilities.
3. Moreover, the laws which govern ownership and control over land and other forms of property impede adequate spatial planning in Tonga, particularly in order to address the rapid urbanization of Tongatapu and the relocation of internal migrants. Women and the poor are especially vulnerable under Tonga's current legislation regarding the inheritance of land, as they are not granted ownership rights.

Policy Objectives

1. Ensure access for all to adequate, safe, and affordable housing and basic services, including those who are internally displaced and those residing in informal settlements.
2. Enhance inclusive and sustainable urbanization and the capacity for participatory, integrated, and sustainable human settlement planning and management.
3. Ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, ownership and control over land and other forms of property, inheritance, and natural resources in order to secure adequate, safe, and affordable housing and basic services.

Policy Strategies

1. Promote inclusive and sustainable urban planning that integrates the rights and interests of migrants and proactively addresses migration dynamics, particularly internal movements of persons from the outer islands into Tongatapu and those forcibly displaced due to environmental factors.
2. Upgrade existing urban infrastructure, taking into account the peripheral agricultural and ecologically sensitive zones.
3. Improve the living conditions and the access to secure decent housing in urban areas, particularly for displaced persons and those residing in informal settlements.
4. Establish processes, plans and policies for relocation including the allocation of land and other services and infrastructure needed to relocate internally displaced individuals and communities at risk.
5. Support positive economic, social, and environmental links between urban, peri-urban, and rural areas by promoting equitable development planning in both Tongatapu and the outer islands.
6. Advance the implementation of spatial planning legislation, which provides a framework for the planning, use, development, and protection of land.

5.7 Strengthening the Visa System and Enhanced Border Management and Security

Policy Statement

1. The SDGs and the GCM recognize the importance of managed migration in promoting sustainable development. There are two complementary dimensions to managed migration:
 - around the world (including in Tonga) visa policies, visa systems and migration legislation are being refined and improved to enhance safe orderly and regular migration with substantial benefits to states, to regions and to the international community;
 - border management legislation and practices are also being reviewed to improve the response to irregular migration, to transnational criminal activity such as human trafficking and to protect communities from threats including terrorism and other transnational threats.
2. Tonga's national visa system regulates the conditions under which non citizens enter and remain in Tonga for various purposes. The visa system is based on the Immigration Act passed by Parliament in 1969. Although there have been several legislative amendments since its enactment, the visa framework and arrangements created under this legislation are still largely unchanged and are not entirely fit for purpose in terms of managing the demands of modern people movement and delivering on Government policies.
3. The efficiency and effectiveness of the visa system has significant implications across a range of public policy areas including:
 - a) The viability of the tourism industry which has flow on implications for local employment, skills training and internal migration pressures;
 - b) Social cultural and sporting exchange
 - c) Academia and research
 - d) The conditions under which non citizens work in the Tongan labour market – this has implications for infrastructure development, expertise in specialist areas and skills transfer
 - e) The nature and scale of foreign investment in the Tongan economy

4. A number of reforms are currently needed to Tonga's visa system to maximize the potential benefits of and minimize the risks associated with the movement of people across Tonga's borders. Recent reviews conducted by ACP EU and the PIDC in conjunction with the Government of Tonga have advanced discussion of reforms to the Tongan visa system and planning for implementation of these reforms is underway.
5. Effective management of national borders constitutes a policy priority for the Government of Tonga and has direct implications for the MSDP. While the immigration and visa systems have an important role in facilitating travel and trade and supporting sustainable development, the security, border integrity and community protection dimensions of immigration policy have an important counter-balancing role. Moreover, by extension, tackling crime, especially organized crime linked to smuggling, trafficking, and the use of forged identity and travel documents, is a key consideration for Tonga's national security. In particular, given Tonga's porous maritime border, drug trafficking poses a top security concern. Other security concerns include the smuggling of counterfeit goods, particularly medicines, as well as weapons and ammunition.

Policy Objectives

1. Ensure that visa architecture is logical and fit for purpose and that visa criteria are appropriate to deliver on policy objectives.
2. Ensure that legislation is well structured to provide for future adaptation and that immigration specific legislation is harmonized with other relevant national legislation.
3. Ensure that immigration and visa policies are accessible for both internal and external clients and users.
4. Ensure that national security policies, human security policies and any security sector reforms reflect and address migration issues.
5. Ensure the security of citizens, residents, and visitors of Tonga.
6. Prevent irregular migration, human trafficking, smuggling, and other illicit activities through effective border management.
7. Strengthen the capacity of border management systems and technology.
8. Promote national, regional, and international cooperation on border management.

Policy Strategies

1. Continue with current program of reform to immigration legislation and visa policy and provide management support and resources for effective implementation.
2. Ensure clear information relating to visas including through the development of a comprehensive website.
3. Continue to evaluate and review policy parameters for the visa system.
4. Collect accurate data on cross border movements and visa trends in order to inform future policy development and planning.
6. Improve coordination and intelligence sharing between the Government of Tonga's ministries, departments, and agencies, as well as regional and international partners.
7. Strengthen border management to better reflect and address human security issues and to link migration to both human and border security.
8. Enhance the capacity of the Government of Tonga's ministries, departments, and agencies to take account of the intersection between migration issues and national security.
9. Improve technology and procure additional resources, such as boats, to improve patrolling of the border around outer islands where resources are scarce.
10. Further investigate links between criminal activity and transnational organized crime rings including any such activities involving migrants and deportees residing in Tonga.

5.8 Combating Human Trafficking

Policy Statement

1. According to the US Department of State guidelines, the Government of Tonga is not in full compliance with minimum standards for the elimination of human trafficking, as it has not initiated any trafficking prosecution, established formal procedures to proactively identify victims, or conducted awareness raising campaigns. Nevertheless, the US Department of State does find that the Government of Tonga has demonstrated improved efforts to combat trafficking by providing relevant training to police recruits, coordinating efforts through an anti-trafficking task force, funding assistance programs for trafficking victims, and posting a Mandarin language police office to liaise with the Chinese community.²⁸

Policy Objectives

1. Prevent human trafficking, through research, public awareness, and government capacity building.
2. Protect vulnerable groups, especially women, children, and persons with disabilities.
3. Provide appropriate protection to victims of trafficking including through partnerships with NSA's. Support repatriation to home community where appropriate.
4. Prosecute perpetrators of human trafficking and dismantle trafficking syndicates.

Policy Strategies

1. Conduct awareness raising campaigns on human trafficking, which promote informed migration decision making and which are inclusive of vulnerable populations and immigrant communities.
2. Establish formal procedures to proactively identify victims of human trafficking.
3. Protect victims of trafficking and provide recovery assistance and specialized services.
4. Establish a comprehensive and coordinated national anti-trafficking approach.
5. Enforce and ensure strict compliance of the human trafficking legislation and pursue prosecution of trafficking cases.
6. Improve preventive measures against irregular migration.
7. Promote regional and international policy dialogue to combat human trafficking.
8. Intensify research and data gathering on human trafficking.

5.9 Reintegrating Returned Migrants

Policy Statement

1. Addressing the inclusion and reintegration needs of returned migrants—classified as (i) criminal deportees, (ii) family reunifications, or (iii) visa overstayers/absconders—is a policy priority for Tonga's sustainable development. Amongst returned migrants, the reintegration of criminal deportees presents the most pressing policy priority given the risk they pose for perpetuating criminal activities.

Policy Objectives

1. Facilitate the return, readmission, and reintegration all returned migrants into Tongan social, economic and political institutions.
2. Strengthen the Government of Tonga's capacity to manage return migration.
3. Create awareness among Tongans about the positive contribution of returned migrants.

Policy Strategies

1. Develop and refine the policy framework for the reintegration of returned migrants.
2. Promote socio-cultural acceptance of returnees and the protection of returnee (and family) rights. Form broad coalition of partners, including individual families, communities, churches, and other social institutions, to educate stakeholders about the type of support needed to avoid the marginalization of returned migrants.
3. Formulate reintegration strategies, which address the diverse range of needs and vulnerabilities experienced by migrants upon their return to Tonga, including employment and education gaps, cultural barriers, and psychosocial assistance.
4. Establish reintegration centers and implement relevant programs.
5. Provide incentives for returning migrants to restart work in their area of expertise.
6. Form cooperative agreements with institutional and international partners to access technical assistance and capacity building around migrant reintegration issues and to facilitate information sharing between stakeholders.

²⁸ US Department of State, Office to Monitor and Combat Trafficking in Persons. June 2017. "2017 Trafficking in Persons Report: Tier 2". <https://www.state.gov/documents/organization/271339.pdf>.

5.10 Investing for Economic Growth

Policy Statement

1. Migrant remittances have a tremendous potential to be invested successfully for economic growth. In particular, the establishment of small and medium sized enterprises (SMEs) and micro enterprises is an important component for economic development. Remittances can have a direct and immediate impact on the growth of enterprises as remittances can serve as initial capital and enhance access to credit. While Government policies in this area cannot be coercive or overly directive, the Government of Tonga can have considerable influence shaping efforts, which link remittances to microcredit schemes and other SME development initiatives.
2. Tourism is another important development sector, which can be maximized to promote economic growth, as well local and national employment and education opportunities. Tonga's tourism industry is bolstered substantially by diaspora. Diaspora tourism is distinct from traditional tourism, as it typically appeals to sentiment, nostalgic yearnings, cultural heritage, and existing social networks. The diaspora is both a consumer of tourism services and potentially a facilitator and provider of tourism services. The diaspora's continued engagement in the tourism sector presents an opportunity for future investment and growth and should be addressed in a proactive and systematic manner.
3. Tonga's large diaspora can also support development by opening up trade opportunities for Tongan produce. The diaspora cat as both consumers of Tongan products and also promoters of Tongan produce to the broader community. Enhanced trade linkages can operate in both directions and can stimulate domestic investment activity.

Policy Objectives

1. Promote development-oriented policies that support entrepreneurship and encourage the formalization and growth of SMEs and micro enterprises.
2. Maximize the benefits of the migration and tourism nexus in order to bolster a sustainable tourism sector that creates jobs and promotes local culture and products.

Policy Strategies

1. Encourage SME development, targeting the participation of remittance senders and recipients.
2. Support greater education and financial literacy around entrepreneurship.
3. Target female recipients of remittances in SME development programs, as women often assume management of household finances in the absence of male relatives who migrate.
4. Leverage diaspora networks for investment partnerships and expand opportunities for diaspora's engagement in investment platforms.
5. Elaborate a marketing strategy to attract diaspora tourists and to better target their specific travel plans, interests, needs, and priorities.
6. Improve coordination with consular offices to increase awareness about tourist attractions and activities geared towards diaspora, including through the organization of cultural events and activities.

5.11 Achieving Full Employment and Productive Livelihoods

Policy Statement

1. The establishment of labor mobility agreements between the Government of Tonga and the Governments of Australia and New Zealand has been crucial for increasing access to decent and productive work for Tongan men and women. These labor mobility schemes are important programs for addressing the pressing problems of unemployment due to a lack of formal job opportunities in Tonga and a youth demographic bulge.
2. Small-scale agricultural production in Tonga has been negatively impacted as a result of the migration of agricultural workers, as migrants abandon their lands and farms to work overseas and often do not work the lands upon their return in the off-season. In turn, the decline of small-scale agricultural production has created further impetus for cyclical migration through the labor mobility scheme. Moreover, changes in relative wages due to the influx of remittances affect agricultural production and the relative competitiveness of Tonga's agricultural market. These fluctuations in the income and productivity of farmers and small-scale food producers are potential drivers of migration.²⁹ Other areas of the Tongan labour force have also been impacted by the labour mobility schemes – for example, interlocutors noted that the supply of semi-skilled workers for the whale watching industry has been depleted because of the attraction of higher wages offshore.
2. Tongan women have not had equal employment opportunities and their participation in labor mobility schemes has remained low due to: (i) local selection processes; (ii) employee gendered biases; and (iii) gendered perceptions on the role of women and their participation in economic opportunities.³⁰ Some measures are now being considered to address this disparity including a widening of the labour market sectors available under the labour mobility programs.

Policy Objectives

1. Achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.

2. Protect the labor rights of Tongan migrants and promote safe and secure working environments for all workers, in particular female migrants and those in precarious employment.
3. Increase sustainable agricultural productivity and the incomes of small-scale food producers and others who depend on agricultural production for their livelihoods.

Policy Strategies

1. Continue support and expansion of the labor mobility schemes and ensure they facilitate orderly, safe, regular, and responsible migration and mobility of people.
2. Promote greater transparency and more inclusive approaches to employment, especially in labor mobility schemes, in order to ensure that all groups have equal access to labor market opportunities and to eliminate barriers to selection.
3. Maintain rigorous standards in labor mobility schemes for improving working conditions, offering appropriate accommodations, promoting fair recruitment practices, and addressing gender-specific health needs.
4. Lobby for the expansion labor mobility schemes to include additional sectors and semi-skilled jobs, such as tourism, accommodation, and aged care, which could potentially attract more female participants.
5. Put in place safeguards and social protection mechanisms for vulnerable migrant laborers, including women and persons with disabilities, at all stages of the migration cycle, including during transit and at destination. Safeguards are needed to protect against all forms of violence (physical, sexual, and psychological) at the hands of employers and fellow workers.
6. Promote initiatives to boost productivity and livelihoods across various sectors including agriculture, fisheries, tourism and micro business activity including education campaigns designed to increase awareness about practices and resilience strategies that reduce negative environmental impacts, which contribute to forced displacement and migration.
7. In consultation with communities, develop strategies to mitigate negative impacts of labour mobility schemes in terms of threats to family cohesion and local labour supply pressures.

29 Taufatofua, Pita. April 2011. "TCP/TONGA/3302: Migration, Remittances, and Development in Tonga". Food and Agriculture Organization of the United Nations: Sub-Regional Office for the Pacific Islands: <http://www.fao.org/3/a-an477e.pdf>.

30 Chattier, Priya; Utz, Anuja; Sharma, Manohar; Doyle, Jesse Jon Gerome. 2018. "The Social Impact of Seasonal Migration: Lessons from Australia's Seasonal Worker Programme for Pacific Islanders". Washington DC: World Bank Group: <http://documents.worldbank.org/curated/en/206071526448586179/The-social-impacts-of-seasonal-migration-lessons-from-Australia-s-seasonal-worker-program-for-Pacific-Islanders>.

5.12 Addressing the Needs of Children, Adolescents, and Youth

Policy Statement

1. Improving local and national employment opportunities for the youth is a critical concern for the Government of Tonga, as un- and under-employment is a major driver of migration for young people and has direct implications for Tonga's sustainable development.
2. Tongan adolescents and youth benefit from ongoing programs arranged through bi-lateral agreements with other countries. These initiatives facilitate access to further study and employment, such as academic scholarships and sports exchanges programs, for youth. These youth programs demonstrate a continued commitment to student mobility and are important targets towards integrating youths' needs and priorities into migration policies for sustainable development.

Policy Objectives

1. Promote youth employment, support youth vocational training, and increase the number of youth and young adults who have relevant skills, including technical and vocational skills, for employment, decent jobs, and entrepreneurship.
2. Expand youth programming, including academic and sports exchange programs, which promote and advance the mobility and education of young people.
3. Optimize student mobility for national development in the long-term.

Policy Strategies

1. Expand youth programming, particularly in the outer islands, to support a range of initiative including sports programs, vocational training, and small-scale entrepreneurial activities in order to increase youths' access to decent work and diversified livelihoods options.
2. Nurture collaborations and bi-lateral agreements aimed at youth, such as new initiatives by the Government of New Zealand to support youth through vocational training and skills matching.
3. Facilitate legitimate and responsible family reunifications through the adherence to legal procedures and the timely processing of required legal documentation.

5.13 Promoting Education and Skills Exchange

Policy Statement

1. Through both formal and informal means, migration offers opportunities for the exchange of knowledge and skills around a broad range of topics, which have implications for Tonga's sustainable development. The formalization of knowledge and skills exchange initiatives offers opportunities for the Government of Tonga to maximize the positive development effects of these transfers to promote educational gains. Such initiatives could also potentially attract diaspora professionals and diaspora volunteers in innovative capacities.
2. As a direct result of migration outflows, Tongan schools at all levels, particularly in the outer islands, are experiencing a shortage of teachers. Many qualified teachers opt to migrate overseas in search of better-paying job opportunities, as teacher salaries in Tonga are not competitive in comparison in a global market.

Policy Objectives

1. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.
2. Retain qualified educators and provide continuous professional training and competitive compensation for qualified educators at all levels.
3. Provide incentives to minimize the incidence of brain drain and encourage brain gain.

Policy Strategies

1. Address teacher retention and shortages as a result of migration and pay disparities with international salaries.
2. Promote teacher training and professional development, including cooperation and programming with international partners.
3. Promote student scholarship programs with international partners.
4. Promote and facilitate the return of skilled emigrants through brain gain initiatives, such as reintegration packages.
5. Establish and formalize platforms for the exchange and transfer of knowledge and skills, which target and recruit the diaspora and leverage their related expertise.

5.14 Promoting Good Health and Well-Being

Policy Statement

1. The linkages between migration and health are complex and multi-faceted. The traditional paradigm relating to inward migration is the imposition of health screening requirements by some states designed to protect the resident population from communicable diseases or other health threats. Health screening requirements for Tonga include:
 - powers to screen incoming passengers in certain situations such as health pandemics - these powers are variously contained in the Immigration Act, the Quarantine Act and the Public Health Act.
 - powers to screen longer term temporary entrants for communicable diseases including TB.
2. Medical interventions may also be required in internal migration situations involving displacement due to natural disasters. Planning to address these situations involves strategies to meet medical (including psycho-social needs) of displaced populations. Forced displacement increases the risk of disease outbreaks during emergencies and safeguards should be in place to minimize this risk. Vulnerable groups such as victims of trafficking also require medical assessment and support.
3. Health care needs (potentially including psycho-social support) apply to seasonal workers going to Australia and New Zealand under labour mobility schemes and these issues should be addressed in negotiations with destination states and included in pre-departure briefing.
4. Access to health care may also be a driver of internal migration though only one of several factors which drive rural to urban migration. Government planning processes need to take this into account in managing the disposition of medical resources (it is recognized that specialist medical services will inevitably be centralized in Tonga given resource pressures and low population base).
5. The recruitment, development, training, and retention of the health workforce in Tonga is a critical policy priority for sustainable development planning. To this end, the diaspora can serve as a potential resource for transferring professional medical skills and other resources to medical staff and facilities.

Policy Objectives

1. Increase health financing and bolster the recruitment, development, training and retention of the health workforce.
2. Bolster research and data on links between migration and health.
3. Strengthen the understanding of and capacity of health care professionals and policy experts to address the links between migration and health in Tonga.

Policy Strategies

1. Mainstream migration into national health policy planning.
2. Strengthen government capacity to respond to challenges and opportunities posed by the migration-health nexus through improved training and other capacity building activities.
3. Intensify research and data gathering on the migration-health nexus to inform evidenced-based policy on the topic and to better monitor health variables related to migration.
4. Establish and formalize platforms for the exchange and transfer of knowledge and skills in the field of health, which target and recruit the diaspora and leverage their related expertise.
5. Promote training and professional development of health care workers through improved cooperation and programming with international partners.

6. Migration Data and Information Management

6.1 Collection, Collation, Analysis and Dissemination of National Migration Data

Policy Statement

1. The design and implementation of future migration and development policies must be driven and supported by high-quality, timely, and reliable data. The Government of Tonga and relevant agencies will therefore facilitate efficient gathering, processing, analysis, storage, and utilization of data. To this end, the Department of Statistics is committed to improving the collection and disaggregation of data by migration-related variables. At present, the Department of Statistics regularly coordinates with the Department of Immigration to report the latest figures on individuals entering the country through Tonga's ports of entry. However, there are deficiencies in this data in terms of the scope and timeliness of data collection and the capacity for analysis. There are various types of data which may be relevant to the MSDP framework including:
 - Data on arrivals and departures of both non citizens and citizens – movement data. This can potentially be disaggregated by gender, age profile, nationality and (for non citizens) by visa type.
 - Data on internal migration – currently the only source of data is census data
 - Data on the size and composition of the diaspora – also known as diaspora mapping
 - Data on long term departures
 - Data on labour mobility scheme movements
2. Data on these various forms of migration can be quantitative or qualitative data although it is primarily quantitative data which feeds into statistics. Some qualitative data can be derived from passenger cards but this is limited in scope. Qualitative data can also be derived from surveys and academic studies.
3. Movement data (Type 1 above) has been collected for some time through arrival cards and through the existing Border Management System (BMS). Tonga's BMS needs are currently under review and in the medium term it is expected that a new or improved BMS capability will serve a range of border management needs including enhancement of the speed, scope and accuracy of data capture and software tools for its ready analysis.

Enhanced coordination amongst migration institutions and information management agencies will be promoted to ensure data targets and objectives are attained.

Policy Objectives

1. Collect, collate, analyze, and publish the results of data-gathering on internal and international migration.
2. Widen the knowledge base on all forms of migration data to better inform future policy development across all MSDP sectors.

Policy Strategies

1. Ensure that migration data gathered are appropriately disaggregated to reflect gender, education, age, reason for departure or entry, nationality, occupation, length of stay or absence, address of migrant, primary country of residence, and other relevant information.
2. Periodically collect, analyze, publish and disseminate migration statistics in a regular and systematic manner so as to enhance sustainable development policy and planning.
3. Develop a Migration Data Management Strategy Document to guide the governance and harmonization, including the collection, collation, processing, analysis, and dissemination, of migration data in Tonga including internal migration data.
4. Utilize the data collected and analysed to reach out to policymakers, diverse development-based organizations, and development partners.
5. Support the adoption of modern information and communication technologies and facilities for data collection, analysis, and dissemination.

6.2 Regional Migration Data Exchange

Policy Statement

In order to strengthen national efforts to systematically collect and disseminate data, it is necessary for the collection, analysis, and exchange of data to also take place at a regional level. This is the basis for developing effective regional migration management policies and for strengthening regional cooperation on migration issues. Considerable work has already been done in this area under the auspices of the PIDC and the body or bodies charged with developing Tonga's strategy on migration related data should build on this existing regional relationship to strengthen the scope and integrity of regional data holdings.

Data sharing should also take place in relation to data on persons of concern who have been recorded for reasons of involvement in criminality or threats to security. Migration data can serve as an important source of intelligence on transnational crime and irregular migration and may be useful to multiple agencies. Data sharing should be managed in line with agreed protections and protocols.

Policy Objectives

1. Disseminate amongst regional stakeholders in the Pacific the data collected, collated, analyzed, and published on different topics of internal and international migration.
2. Enhance capacity for Tonga to exchange migration data with other Pacific countries and regional stakeholders.

Policy Strategies

1. Engage the PIDC, other regional and international bodies and national statistical agencies of states in the Pacific region, as well as their immigration services, in order to enhance regional data collection and analysis capability. This will provide a solid basis for the understanding of regional migration trends and realities and enhance national and regional security.
2. Establish common regional data standards and other initiatives to strengthen regional efforts in the collection and analysis of information, to improve security, and to foster migration and regional integration.
3. Promote the exchange of information between authorities responsible for the management of data, borders, and efforts to combat irregular migration and human trafficking.

4. Establish regional networks and events for the timely sharing of data and information, lessons learned, best practices, challenges, and for the adoption of common definitions, such as those contained in the United Nations Recommendations on Statistics of International Migration.
5. Promote bilateral and multilateral opportunities for data harmonization.

6.3 Enhancing the Capacity of Data Stakeholders

Policy Statement

1. Effective migration management and implementation of the MSDP requires the accurate interpretation and use of migration data and information management. Migration stakeholders would benefit from ongoing and up-to-date institutional capacity building on data management issues to ensure effective implementation of the MSDP and to achieve national development goals.

Policy Objectives

1. Enhance capacity-building to increase the collection and management of high-quality, timely, and reliable data on migration.
2. Enhance capacity-building to increase analysis and integration of high-quality, timely, and reliable data on migration into sustainable development planning and policy.

Policy Strategies

1. Engage development partners and migration stakeholders in migration data collection, management, and analysis.
2. Provide technical trainings on the collection, management, and analysis of migration data to stakeholders government institutions responsible for the implementation of the MSDP.
3. Ensure the inclusion of migration data in national development planning.

7. Migration and International Cooperation

Policy Statement

1. The effective management of the continuous and growing movement of people across international borders necessitates international cooperation through bilateral and multilateral dialogue and agreements. To this end, the Government of Tonga promotes international and regional cooperation and seeks to monitor and effectively implement relevant agreements. The Government of Tonga will further negotiate and enter into bilateral agreements with destination and transit countries with a view to maximize migration benefits for Tonga's sustainable development planning.
2. The Government of Tonga promotes programs, initiatives, and interventions that align with Tonga's sustainable development interests and priorities and that attract and facilitate investment and advancements towards economic, social, and human development targets. The MSDP proposes increasing the transfer of skills and technology through mutually agreed terms and conditions. The MSDP also promotes effective collaboration between Tonga and countries of destination and transit in order to manage migration efficiently and to reduce irregular or exploitative migration. The Government of Tonga will work with other countries, especially its Pacific neighbours and the destination countries of Tongan migrants, to promote adherence to international standards and interventions governing migration and contribute to efforts to combat transnational crime and irregular migration. The dialogue on migration issues also involves various regional and international organizations which aim to support migration governance, improve migration data, suppress crime and protect victims and vulnerable groups.

Policy Objectives

1. Harmonize international and regional instruments with national policy.
2. Broaden regional and international dialogue and cooperation on migration management.
3. Adhere to international agreements and instruments on migration and encourage reciprocity by countries of destination and transit.

Policy Strategies

1. Encourage and entrench bilateral and multilateral cooperation and collaboration on migration matters, based on sub-regional, regional, and international agreements.
2. Compile and review existing bilateral agreements on migration to optimize their benefits for Tonga.
3. Formalize dialogue and the sharing of best practices with other countries through educational institutions, civil society, and the private sector, including training programs in migration management and other forms of support.
4. Ensure inbuilt monitoring of the MSDP with periodic reviews and evaluations to keep abreast of sub-regional, regional, and global changes in migration in the context of regional cooperation and global solidarity.
5. Maintain an inventory of all migration-related international and regional instruments that Tonga has signed and/or ratified for the purpose of developing an action plan to domesticate them.
6. Increase collaboration between public, public-private, and civil society partnerships, building on the experience and resourcing strategies of partners to address cross-cutting migration issues and to better mobilize resources.

8. Institutional Framework for Policy Implementation

8.1 Towards Policy Implementation

1. The Government of Tonga is committed to the establishment of an MSDP Unit (see below) and to adopting and implementing the MSDP through a multi-stakeholder approach, which embraces effective and well-coordinated institutional arrangements. This requires coordination, policy coherence, and the development of synergies among the Government of Tonga's ministries, departments, and agencies, as well as non-governmental organizations, international stakeholders, and Tongans in country and overseas. Moreover, the successful implementation of the MSDP requires its harmonization with existing policies and laws of Tonga, necessitating that migration issues be mainstreamed into the country's sectoral development plans, laws, and policies.
2. Specific actions to support the implementation of the MSDP include:
 - a) Harmonization with existing international conventions and protocols, which Tonga has signed or ratified
 - b) Review national migration laws and policies to avoid duplication
 - c) Mapping and analysis of stakeholders' capability
 - d) Consultative implementation processes
 - e) Awareness creation and advocacy
 - f) Effective monitoring and evaluation
 - g) Periodic review of the MSDP

8.2 Policy Governance Structure

In order to ensure the successful implementation and coordination of the MSDP, the following measures are recommended:

1. Establish a unit within Ministry of Foreign Affairs to be known as the MSDP Unit which deals with diaspora engagement and with coordination of the MSDP more generally. The unit would manage MSDP policy, undertake domestic and international liaison, undertake diaspora engagement functions, manage the Impact Statement process (see below), oversight reporting and act as the Secretariat for the PWGMD (see below);

Given the size of the Tongan diaspora relative to the resident population and the significance of the diaspora as a source of remittance funding and as a development resource more generally, the establishment of the MSDP would be a sensible investment for government. The unit would build expertise, knowledge and networks over time. Having an institutional framework of this nature would enable the Government of Tonga to engage in and benefit from regional and international dialogue on developments related to the migration and sustainable development nexus including diaspora engagement strategies. The MSDP unit would also develop and manage a website which would (a) serve the interests of the diaspora and (b) help expand formal engagement with the diaspora and (c) contain information on the full range of MSDP issues.

2. Establish a Permanent Working Group on Migration and Sustainable Development (PWGMSD) under a written charter which specifies its composition, roles and responsibilities. The PWGMSD would be a multi-agency body designed to capture input and drive action across Government and review and monitor MSDP implementation. Most Ministries would be part of the PWGMSD and NSA's would be invited to commit as relevant and required. The Road Map for Implementation of the MSDP would be a core document guiding the work of the PWGMSD although the Roadmap would inevitably evolve further over time.

The PWGMSD would be coordinated by the MSDP Unit although specified agencies would play the lead role in issues relevant to their portfolio (eg. the lead role on labour mobility schemes would be Ministry of Internal Affairs). A table identifying the responsibilities and interests of the various Ministries is at **Annex A**. The PWGMSD would meet at least three times a year to review progress on implementing the MSDP and would appoint working groups on specific issues such as data collection and dissemination.

3. The MSDP Unit will be required to report annually to the Prime Minister by the end of the first quarter and that report must be tabled in Parliament. The MSDP Unit would seek inputs from agencies represented on the PWGMD. Matters addressed in the report would include (but not be limited to):
 - a Progress reports on developments and trends relating to each migration type
 - b Progress relating to diaspora engagement
 - c Progress relating to data collection and analysis
 - d Progress relating to international engagement
 - e Compliance with the MSDP in terms of national planning and policy development
 - f Recommendations on future activity
4. As a way of mainstreaming migration issues into the policy development process, it is recommended that Ministries submitting Cabinet submissions relating to policy change or policy development will be required to specify whether the policy has any implications for the MSDP and will be required to complete an MSDP Impact Statement designed to identify relevant matters for Cabinet to consider. While the final composition of this document and protocols for its use are a matter for Government to determine, a possible model is attached at **Annex B**. Copies of this Impact Statement should, as a matter of routine practice, be sent to the MSDP Unit so that they can build up a record of the way in which MSDP principles have been taken into account in public policy planning and development. This material would feed into the annual report. Agencies could also routinely consult with the MSDP unit in completing the Impact Statement.

The effective implementation of the MSDP requires ongoing participation and meaningful contributions from various stakeholders within the Government of Tonga.

Annex A outlines the strategic areas of the MSDP and identifies the Government of Tonga's ministries, departments, and agencies which will be responsible for contributing to development and implementation of the policy for each of the respective strategic areas.

Non-state actors whose operations and activities are related to and have an impact on MSDP objectives would be invited to participate in the PWGMSD. These actors would include private enterprise representatives, welfare oriented organizations, church groups, human rights bodies and bodies focusing on gender equity matters.

List of Acronyms

ACP EU	African Caribbean and Pacific – European Union
FRDP	Framework for Resilient Development in the Pacific
GCM	Global Compact for Safe, Orderly and Regular Migration
IOM	International Organization for Migration
MET	Ministry of Education and Training
MFA	Ministry of Foreign Affairs
MIA	Ministry of Internal Affairs
MEIDECC	Ministry of Meteorology, Environment, Information, Disaster Management, Energy, Climate Change and Communications
MNLR	Ministry of Land and Natural Resources
MOH	Ministry of Health
MOJ	Ministry of Justice
MORC	Ministry of Revenue and Customs
MOTED	Ministry of Trade and Economic Development
NEMO	National Emergency Management Organization
NSA	Non state actor
PIDC	Pacific Immigration Development Community
PIF	Pacific Islands Forum
PLS	Pacific Labour Scheme (Australia)
PWGMD	Permanent Working Group on Migration and the Diaspora
RSE	Recognized Seasonal Employer Scheme (NZ)
SDGs	Sustainable Development Goals (United Nations)
SIDS	Small Island Developing States
SWP	Seasonal Worker Program (Australia)
TDSF II	Tonga Strategic Development Framework – 2015-2025
TWG	Technical Working Group
UNPS	United Nations Pacific Strategy

Annex A

Institutional Arrangements for Implementation of MSDP

	MSDP Strategic Areas	Implementing Actors
1	Institutional, Policy, and Legal Framework	Ministry of Foreign Affairs; Ministry of Finance; Prime Minister's Office; Attorney General's Office
2	International Cooperation	Ministry of Foreign Affairs; Ministry of Finance; Prime Minister's Office
3	Data and Information Management	Department of Statistics as lead agency and other Ministries on PWGMD
4	Facilitating Remittances	National Reserve Bank of Tonga; Tonga Development Bank
5	Engaging Diaspora	Ministry of Foreign Affairs; Ministry of Trade & Economic Development; Ministry of Tourism, PWGMD
6	Safeguarding Social Institutions and Tongan Values	Ministry of Internal Affairs, PWGMSD
7	Building Resilience against Climate-Induced Risks and Managing Disasters and Natural Disasters	Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications; Ministry of Lands, Survey, and Natural Resources, PWGMSD
8	Protecting the Environment and Preserving Natural Resources	Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications; Ministry of Lands, Survey, and Natural Resources
9	Planning for Urbanization and Relocation	Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications; Ministry of Lands, Survey, and Natural Resources
10	Enforcing Border and Human Security	Ministry of Customs and Revenue; Ministry of Foreign Affairs; Ministry of Police
11	Eradicating Human Trafficking	Ministry of Customs and Revenue; Ministry of Police; Ministry of Foreign Affairs, PWGMSD
12	Reintegrating Returned Migrants	Ministry of Customs and Revenue; Ministry of Police; Ministry of Internal Affairs; Ministry of Prisons, PWGMSD
13	Investing for Economic Growth	Ministry of Trade & Economic Development; Ministry of Tourism; Ministry of Agriculture, Food, and Forestry; Ministry of Finance
14	Achieving Full Employment and Productive Livelihoods	Ministry of Trade & Economic Development; Ministry of Internal Affairs
15	Promoting Education and Skills Exchange	Ministry of Education
16	Promoting Good Health and Well-Being	Ministry of Health

Annex B

Tonga’s Migration and Sustainable development Policy (MSDP) aims to identify the linkages between migration and sustainable development and ensure that they are incorporated into planning and decision making processes to maximise the synergies and benefits. Ministries/agencies submitting policy issues for consideration by Cabinet should complete this Impact Statement to identify those issues. Agencies should consult with the MSDP Unit within MFA for support in completing this Statement.

Note that:

- Policy decisions on migration matters affect sustainable development
- Policy decisions across a broad range of public policy issues relevant to sustainable development can affect migration dynamics (for example policies relating to taxation, labour market regulation, regulation of foreign investment, money transfers, education infrastructure, health infrastructure, transportation infrastructure, land ownership, land use, environmental protection and village level development)

Brief description of key element or elements of the submission/proposal

The submission recommends:

The submission **DOES** / DOES NOT have implications for MSDP

	Impact Type	Impact Description
	The policy change or decision is likely to:	
A	Affect the capacity of non citizen entrants (visa holders) to contribute to sustainable development.	
B	Affect the overall volume or profile of people entering Tonga.	
C	Improve the governance and effectiveness of the immigration/visa system.	
D	Improve border control or national or community security.	
E	Improve or otherwise affect the level of engagement between the Government and the diaspora.	
F	Improve the prospects for members of the diaspora to visit Tonga for family reunion or other purposes.	
G	Improve the prospects for members of the diaspora to stay longer term or permanently in Tonga.	
H	Improve the prospects for members of the diaspora to contribute skills or transfer skills to the Tongan community.	
I	Improve prospects for trade and investment by diaspora members or by non citizens or foreign companies.	
J	Affect the cost of remittance transfers or improve remittance transfer mechanisms.	
K	Support the growth of micro business and SMEs.	

Brief description of key element or elements of the submission/proposal (continued)

	Impact Type	Impact Description
		The policy change or decision is likely to:
L		Have the capacity to influence outward migration dynamics (long term movement of Tongan citizens offshore).
M		Influence the size or nature of labour migration flows including labour mobility schemes and/or address the impacts of these schemes.
N		Influence push and pull factors which lead to internal migration flows.
O		Enhance capacity to manage the impacts of internal migration especially rural to urban migration including in areas of spatial planning and land use, employment, housing and public services.
P		Advance gender equity.
Q		Improve Tonga's capacity to prevent/suppress transnational crimes including human trafficking.
R		Improve the capacity to protect vulnerable groups and individuals (whether citizens or non citizens).
S		Improve or otherwise affect programs to support youth and their capacity to adapt to migration movements and impacts.
T		Improve capacity to respond to disaster situations or mitigate the effects of climate change.
U		Have impacts on the environment (positive or adverse) which may affect sustainability and thus affect internal migration dynamics.
V		Have impacts affecting the nexus between migration and health.
W		Other impacts not documented above.

