

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

Cook Islands

This summary is based on a consultancy report by **Planning 4 Sustainable Development**, commissioned by the Secretariat of the Pacific Community (SPC) through the Global Climate Change Alliance: Pacific Small Island States (GCCA:PSIS) project, funded by the European Union.

Executive Summary

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

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

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

Criteria	Overall assessment
Objectives related to climate change are present in national development and environment policies, as well as in key sectoral policies	A specific national climate policy has been developed, the JNAP, with both mitigation and adaptation aspects. Across other national plans, responding to climate change appears as an objective in almost all, with the exception of the Biodiversity Strategy.
Responsibilities for responding to climate change are clearly defined within government	Coordination is improving with establishment of the Climate Change Cook Islands (CCCI) unit in the Prime Minister’s Office and development of the Joint National Action Plan. The JNAP Project Management Committee is responsible for implementation and for supporting integration of JNAP actions into the medium-term budgetary framework. At the level of sectoral implementation, responsibilities for delivering on climate objectives appear less clearly defined.
Specific climate-related activities are outlined and planned for in these documents	There are identifiable climate-related activities within most if not all key national and sectoral plans.
Budgets are clearly allocated for the above activities	The JNAP has developed an overall budget estimate for implementation, though individual activities are not costed and there appear to be inconsistent costings of activities in different plans. On innovative financing mechanisms, the Cook Islands has been active in establishing a Disaster Emergency Trust Fund and is considering a similar trust fund for climate change adaptation.
Monitoring and evaluation frameworks are in place for following up on delivery of climate objectives and implementation of activities	Broader national and sector plans generally include principles for monitoring and review, rather than detailed mechanisms and reporting arrangements.
The various policies and plans are coherent on the issue of climate change	There is a good level of consistency in climate change related objectives, strategies and outcomes across national and sectoral development policies and plans, however the linkages are often not explicit.
The climate-related goals in these policies and plans have the buy-in of different stakeholders , meaning they are accepted, supported and promoted across	There is increasing engagement of different stakeholders with climate objectives, within and beyond government, however greater clarity is needed on the links between the goals and activities defined in various national and sectoral plans and the responsibilities for implementation, if these are to be enacted

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

Recommendations

The following actions would improve mainstreaming efforts:

1. Policies, strategies and plans at the national level and across the various sectors would benefit from being better aligned with respect to climate change, with clearer, more easily measurable indicators and targets. The recommendation by Akairo Ltd (2013)¹ for the Office of the Prime Minister to establish a policy development framework with a monitoring and review mechanism would achieve this;
2. Climate change risks and responses integrated into management of biodiversity, in particular the National Biodiversity Strategy and Action Plan.
3. Prioritisation of technical assistance to establish the monitoring and reporting framework set out in the JNAP. This will require initially the cascading out of all activities under the various climate change adaptation initiatives and projects with the view to harmonizing these and ensuring there is better alignment with sector and cross-sector business plans;
4. Continue the development of sector strategies with specific climate change objectives, sound baselines and costed activities which contribute to measurable outcomes;
5. Clear identification of climate change budgeting and expenditure within ministry and sector budgets, aligned with the sector and cross-sector plans and strategies and incorporated in the mid-term budget framework. Further, the narratives of business plans and budgets should demonstrate the alignment of climate finance from international partners with sector plans, strategies and capital and recurrent budgets; and

¹ Akairo Ltd (2013), *Climate Change Policy Assessment Report*. For Climate Change Cook Islands, Office of the Prime Minister.

1. Assessment of climate change mainstreaming

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

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

- National Sustainable Development Plans (NSDP) for 2006-2010, 2011-2015 and 2015-2020 (under review);
- National Environment Strategic Action Framework (NESAF) 2004;
- Renewable Energy Chart Implementation Plan;
- Preventative Infrastructure Masterplan;
- Tourism 2005-2015: A Geo-tourism Strategy;
- National Health Strategy 2012-2016;
- National Biodiversity Strategy and Action Plan 2002; and
- Joint National Action Plan for Disaster Risk Management and Climate Change Adaptation (JNAP) 2011- 2015.

The *Climate & Disaster Compatible Development Policy 2013–2016*, and an accompanying Climate Change Policy Assessment Report, endorsed by Cabinet during the time this profile was being developed, was not reviewed.

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

1.1 Incorporation of climate change into national policy objectives

A specific national climate policy has been developed, the JNAP, with both mitigation and adaptation aspects. Across other national plans, responding to climate change appears as an objective in almost all, with the exception of the Biodiversity Strategy.

The Government of the Cook Islands (GoCI) has developed, as its main policy response to climate change, the *Joint National Action Plan for Disaster Risk Management and Climate Change Adaptation* (JNAP) 2011- 2015. The JNAP effectively draws together climate change adaptation and climate change mitigation with disaster preparedness and response. It stresses four strategic areas: governance; monitoring; disaster management; and risk reduction and climate change adaptation. The JNAP identifies a range of actions to mainstream climate change in other areas of national policy and planning, including developing an integrated coastal management framework, a national water supply strategy, a land use policy, and a fuel security strategy to progressively replace fossil fuels with renewable energy.

In terms of the inclusion of climate change within broader development policies and plans:

- The *National Sustainable Development Plan 2011-2015* (NSDP) includes the goal of ensuring resilience to disasters and climate change impacts. The objectives of the NSDP include green economic growth, resilience of infrastructure, ecological sustainability, sustainable resource management, development of renewable energy infrastructure, and increasing resilience through disaster risk management.
- The *National Environment Strategic Action Framework* (NESAF) includes a goal to increase resilience by strengthening national capacities for responding to climate change and climate

variability, including both adaptation and mitigation responses.

In relation to various key sectoral plans:

- The *Renewable Energy Chart and Implementation Plan* is closely linked with climate change mitigation objectives, and renewable energy is also identified by the GoCI as an important adaptation strategy.
- The *Preventative Infrastructure Masterplan* sets out a path to long-term preparedness of the islands to respond to disasters as well as to climate change. The project evaluation framework in the plan includes climate change criteria.
- The *Geo-tourism Strategy* encourages an environmentally responsible tourism industry to implement climate change mitigation measures such as energy efficiency, as well as adaptation-related measures such as coastal protection, codes of development and planning, and strategies for disaster management and recovery planning.
- The *National Health Strategy* contains the objective of attaining health facilities that are adequately equipped to respond to the risks posed by climate change.
- The *National Biodiversity Strategy and Action Plan* contains no specific mention of climate change objectives or goals.

1.2 Defined responsibilities for climate objectives

Coordination is improving with establishment of the Climate Change Cook Islands (CCCI) unit in the Prime Minister's Office and development of the Joint National Action Plan. The JNAP Project Management Committee is responsible for implementation and for supporting integration of JNAP actions into the medium-term budgetary framework. At the level of sectoral implementation, responsibilities for delivering on climate objectives appear less clearly defined.

A 2011 review of government functional arrangements related to climate change (supported with Technical Assistance through the Pacific Adaptation Strategy Assistance Programme, PASAP) concluded that implementation of climate change activities was fragmented and the legislative and policy basis inadequate.² This has subsequently been addressed, in part, by the recent establishment of the Climate Change Cook Islands (CCCI) unit in the Office of Prime Minister and by the development of the Cook Islands *Joint National Action Plan for Climate Change Adaptation and Disaster Risk Management (JNAP) 2011-2015*.

The CCCI has primary responsibility for climate change, following the recent transfer of a number of roles from the National Environment Service. The Office of Prime Minister also houses Emergency Management Cook Islands and the Renewable Energy Development Division. With these recent reforms, what was previously the National Climate Change Country Team became defunct. The CCCI and EMCI take direction from, and report directly to, the National Sustainable Development Commission and Cabinet. The Pa Enea Governance unit is responsible for islands strategic plans which include climate change and disaster risk management activities.

The JNAP is a key policy tool for prioritising climate change activities, strengthening the institutional arrangements to facilitate mainstreaming, and encouraging alignment of donor funding with national climate change objectives. The JNAP Project Management Committee is responsible for implementation and supporting integration of JNAP actions into the medium Term Budgetary Framework. A *National Disaster Risk Management and Climate Change Council* provides the link between the CCCI, the JNAP Project Management Committee, the Sustainable Development Commission and Cabinet.

² Newport, C. and Tutangata, T. (2011). *Mangoes in July: Report on Cook Islands Public Service Climate Change Functional Review and Institutional Structure Development*. For Cook Islands Office of the Public Service Commissioner

In terms of national policy implementation (climate-relevant aspects):

- The NSDP has clearly articulated lead agencies for different goals (including CITC, MMR, MOA, MOIP, OPM, NES, CIPS, PSC and MFEM).
- The NESAF mandates the National Environment Service (NES) as the lead agency, though whether NES is responsible for delivering on all of the climate-related objectives is unclear, since these cut across different sectors;

It is unclear who is responsible for delivering on climate objectives in the various sectoral policies.

Newport and Tutangata (2011)³ noted that the non-government sector, including island councils, plays an integral yet understated role in addressing climate change matters. The GoCI has reportedly been developing partnerships with the non-government sector (NES, 2011).⁴

1.3 Specific climate-related activities defined and planned for

There are identifiable climate-related activities within most if not all key national and sectoral plans.

The JNAP identifies development of an integrated coastal management framework, a national water supply strategy and a land use policy as climate-related priorities. The Cook Islands has also submitted a Nationally Appropriate Mitigation Action (NAMA) that includes a plan for generating 50% of the country's energy production from renewables by 2015, phasing out its current diesel generator-dominated system, and also includes a target of 100% renewables by 2020.

In national policies:

- The NSDP identifies a key activity as mainstreaming DRM and climate adaptation into national policies and plans, though offers no details on how to achieve this. There are implementation plans for a wide range of activities, though the level of detail varies.
- The NESAF includes actions to undertake coastal protection in several townships (the subject of a funding proposal to the GEF), and recommends the establishment of a Climate Change Country Team (which was set up but has since been replaced, as above).

In key sectoral policies:

- The *Preventative Infrastructure Masterplan* sets out a program of activities focused on climate-proofing infrastructure, identifying 44 projects in total. These include projects funded by NZAID's Cyclone Recovery and Reconstruction Program, the Outer Island Development Program and the inner ring road project assisted by the People's Republic of China (PRC).
- The *National Health Strategy* indicates one intended outcome as the completion of a vulnerability assessment related to the impacts of climate change.
- In the *National Biodiversity Strategy and Action Plan*, the intention to establish community-based protected areas might be of relevance to climate change adaptation, even if climate is not mentioned as an overt goal.
- The *Renewable Energy Chart and Implementation Plan* contains costed renewable energy activities for each island (see case study in Annex 1).
- The *Geo-tourism Strategy* proposes the development of enforceable mechanisms to control land use, including for instance protection of the inland areas, development codes for coastal protection and hillsides, and hazard zone management.

³ Newport, C. and Tutangata, T. (2011). *Mangoes in July: Report on Cook Islands Public Service Climate Change Functional Review and Institutional Structure Development*. For Cook Islands Office of the Public Service Commissioner

⁴ National Environment Service (2011). *Second National Communication under the United Nations Framework Convention on Climate Change*.

1.4 Budgets for implementation of climate objectives

The JNAP has developed an overall budget estimate for implementation, though individual activities are not costed and there appear to be inconsistent costings of activities in different plans. On innovative financing mechanisms, the Cook Islands has been active in establishing a Disaster Emergency Trust Fund and is considering a similar trust fund for climate change adaptation.

A review by Newport and Tutangata (2011)⁵ noted a continuing heavy reliance on external resources for almost all climate change-related activities in-country, as well as participation in regional and international fora, with no specific national budget allocations for climate change.

Since then, the JNAP has been developed and its Implementation Programme outlines indicative costs for the overall implementation of the plan over the period 2011 -2015 (NZ\$ 56.7 million, which does not include the cost of climate-proofing infrastructure), although it does not include specific costed activities. JNAP actions already receiving donor funding amount to around NZ\$8.8 million, and of the remaining amount it is estimated that Cook Islands agencies could absorb around NZ\$ 6.2 million worth of costs into “business as usual” programmes, while NZ\$ 41.7 million of actions are unlikely to be absorbed by existing domestic budgets and would require some form of further external support.

The Government of Cook Islands was the first in the Pacific to establish a *Disaster Emergency Trust Fund* and initiated the fund with an initial budget allocation of NZ\$200,000 (and in the hope additional donor resources will be added). The Ministry of Finance and Economic Management (MFEM) manages the fund. The JNAP refers to establishing a separate trust fund for DRR and CCA, however this has not yet proceeded.

It is unclear whether the recent reforms and the concentration of CCA and DRR units within the OPM has translated into recurrent budget support for climate change personnel.

An apparent mismatch between key national plans and their costings, masterplans, and costed sector business/operational plans diminishes the clarity around implementation of national policies and plans. The *Preventative Infrastructure Master Plan* and *Renewable Energy Chart Implementation Plan* provide programmatic responses to climate change, with specific, costed activities and projects. The *Preventative Infrastructure Master Plan* prioritization process resulted in the identification of 44 projects with an estimated capital cost of US\$55 million. The renewable energy initiative represents the largest cost component of the JNAP (NZ\$24.9m), however it is not clear how this figure relates to, for instance, the project activities outlined in the *Renewable Energy Chart Implementation Plan*. As stated, the GoCI has submitted a NAMA seeking support for implementation to pursue the objective of achieving 100% electricity from renewable sources by 2020.

The JNAP Project Management Committee (acting as the sub-committee to the National Disaster Management and Climate Change Council), with the support of Emergency Management Cook Islands (EMCI), is charged with developing proposals for funding JNAP interventions within their ministries, including sequencing and costing within the medium-term budgetary framework. It proposes a framework for linking plan outcomes to budget processes as follows:

- Ministries and agencies are to use targets and performance indicators presented in the budget proposals as the basis for internal monitoring and management, and to provide 6-monthly progress reports to the Public Service Commission (PSC), Ministry of Finance and Economic Management (MFEM) and Office of the Prime Minister (OPM) Central Planning and Policy Office (CPPO);
- The Office of the Public Service Commissioner (OPSC) is to provide feedback to Heads of Ministries (HOMs) on agency performance through 6- monthly review reports;
- MFEM is to review performance in connection with budget figures and provide feedback to HOMs;

⁵ Newport, C. and Tutangata, T. (2011). *Mangoes in July: Report on Cook Islands Public Service Climate Change Functional Review and Institutional Structure Development*. For Cook Islands Office of the Public Service Commissioner

- CPPO is to review performance against the achievement of the relevant NSDP indicators and provide feedback to HOMs, EMCI, CCCI and JNAP PMC;
- EMCI, CIMS and the CCCI to prepare 6-monthly progress reports for the National DRM and CC Council and Cabinet. This should include results achieved including (if possible) impact of JNAP implementation in relation to the achievement of goals and the relevant NSDP indicators; lessons learned; actions taken to improve performance and address issues /risks arising from implementation; forecast program for the next 6 months; and
- EMCI, CIMS and CCCI to submit reports to MFEM on utilization of financial support directed to non-government, civil society and auxiliary organizations (based on reports submitted to EMCI, CIMS and CCCI by relevant NGOs, CSOs and auxiliary organizations).

The Cook Islands is in the process of seeking accreditation as a National Implementing Entity (NIE) under the Adaptation Fund. If achieved, it is anticipated that the Development Coordination Division of the Ministry of Finance and Economic Management will disburse climate change adaptation funds through the country's existing national systems.

1.5 Frameworks for monitoring and reporting on implementation

Broader national and sector plans generally include principles for monitoring and review, rather than detailed mechanisms and reporting arrangements.

The JNAP sets out a clear implementation framework for the plan itself, although it notes that technical assistance will be required to set up the necessary reporting frameworks. Implementation of the JNAP is the responsibility of the JNAP Project Management Committee, a sub-committee of the Disaster Risk Management and Climate Change Council whose role is to ensure the integration of JNAP DRM CCA actions into the Medium Term Budgetary Framework and annual work /business plan and budgets of the relevant Ministries. The JNAP specifies indicators and nominates lead agencies for each action. Ministries and agencies are to provide six monthly progress reports to Heads of Ministries (HOMs), and the Ministry of Finance and Economic Management (MFEM) is to review performance in connection with budget figures. Progress is to be reported on a six monthly basis to Cabinet.

Broader national and sector plans generally include *principles* for monitoring and review, rather than detailed mechanisms and reporting arrangements. For example, the NSDP lists targets or desired outcomes for each of its strategies, and defines the lead agency responsible. The intention is to monitor these outcomes through costed medium term sector and specific agency plans.

The NESAF includes the following key performance indicators relevant to climate change mainstreaming:

- Number of progress reports of related climate change programs;
- Number of communities participating in climate change and adaptation activities;
- Number of climate related initiatives and policies adopted and assimilated into national planning systems; and
- A National Hazards Risk Assessment and an inventory of all past, present and planned climate-related programs and activities in the Cook Islands report will be completed.

The broad nature of many of the outcomes in the existing sector plans presents a challenge for business planning and budgeting to demonstrate how various activities are making progress against climate change targets.

1.6 Policy coherence and consistency

There is a good level of consistency in climate change related objectives, strategies and outcomes across national and sectoral development policies and plans, however the linkages are often not

explicit.

For example, one of the sub-actions of the JNAP in relation to strengthening infrastructure is to ‘progressively replace fossil fuels with renewable energy sources on all islands’, but does not indicate how it will complement the *Renewable Energy Chart Implementation Plan* in achieving the ambitious target of 100% renewable energy by 2020.

1.7 Stakeholder support and ownership

There is increasing engagement of different stakeholders with climate objectives, within and beyond government, however greater clarity is needed on the links between the goals and activities defined in various national and sectoral plans and the responsibilities for implementation, if these are to be enacted smoothly.

NES (2011)⁶ cites a number of behaviours as evidence of increasing stakeholder involvement in climate issues, from more active participation in international negotiations to national capacity building and awareness raising and an increase in the involvement of local Non-Government Organizations (NGOs) in climate change related activities. A community awareness component is built in to most, if not all, the climate change funded projects and the Government of Cook Islands is developing a community-based approach to disaster risk management.⁷

Over the last decade, various reporting exercises to international bodies such as the UNFCCC, UNDESA, UNCSD, WSSD, BPOA Meetings and the NCSA have distilled a sense of the country’s near-term climate change priorities. While the process of establishing priorities is thus discernible, it is not clear how the indicators and targets cascade from the primary national level to the sector level plans or vice versa. For example, the form of the *Preventative Infrastructure Masterplan* is of a detailed project plan with thorough technical inputs and planned costings, yet how this will be translated into ministry operational or business plans and budgeting is unclear.

⁶ National Environment Service (2011). Second National Communication under the United Nations Framework Convention on Climate Change.

⁷ Newport and Tutangata (2011) note that NGOs play an ‘understated’ role in climate change activities.

Annex 1

Sector Evaluation - Cook Islands Renewable Energy Chart Implementation Plan

The Cook Islands *Renewable Energy Chart Implementation Plan* (IP) is a good example of how a sector plan can address multiple objectives: mitigating the effects of climate change, securing economic growth through energy security, and preserving the country's fragile environment. This is the 'co-benefits approach' cited in the Climate Change Policy Assessment Report, 2013.

The overall costs of implementing the IP is estimated at about NZ\$257.65m, of which the Project Outer Islands comprises NZ\$43.35m and Project Rarotonga NZ\$214.3m.

The plan explains well how proposed activities will meet the implementation plan objectives within the context of the varying circumstances within the Cook Islands.

Although the implementation plan includes the costs associated with the proposed activities, it is not clear how they will be financed, or how the program is to be aligned with budget processes. It recognizes that substantial donor funding will be required. There are current donor-funded projects that will contribute to renewable energy (RE) and energy efficiency targets but they are directed to achieving donor programme targets, rather than those of the Cook Island Energy Policy.

It recommends a number of policy and institutional changes, but does not specify how this will occur, over what timeframe or who may be responsible.

Monitoring and review arrangements are not specified, and it is not clear how progress towards the overall key performance indicators (KPI) will be measured (e.g. the level of renewable energy capacity installed in relation to the national RE target).

Table A1. Review of Sector Plan

Plan objectives and outcomes	
Are objectives clearly defined?	The key objective of the IP is to clearly identify a series of actions with associated cost estimates to achieve the RE targets.
How do the objectives relate to national CC priorities as expressed in the national climate change policy (if applicable) and the national development plan?	Energy is one of eight priority areas of the National Sustainable Development Plan 2011-2015 The 2013 Climate Change Policy Assessment Report states: In relation to renewable energy technology and energy efficiency there are strong policy-level synergies between energy security, efficiency and climate change. It sees the Renewable Energy Chart as a key document in developing a Climate and Disaster Compatible Development framework.
Does the plan contain CC-related outcomes, targets and/or indicators?	RE targets are set in the National Energy Policy: 50% of the nation's energy supply through renewable energy technology (RET) by the year 2015 and 100% by 2020. There are no specific targets in relation to the program of activities (e.g. the anticipated reduction in GHG emissions per activity, cost reductions, level of private sector involvement).
Are actions prioritized, costed and sequenced?	Activities for each island have been aggregated into an overall table showing sequencing and costing on a quarterly basis. Allowances have been made for overall project management costs and also long term costs primarily associated with deployment in the Pa Enua and the on-going necessity for evaluation, monitoring, training and support.
Consistency of donor programs with policy objectives	The GEF funded PIGGAREP (greenhouse gas abatement) project is funding the installation of PV systems and feasibility assessments for solar and wind power – with the aim of reducing regional CO2 emissions by 30% by 2015. It

	<p>is unsure how this relates to the country targets.</p> <p>The current ADB Pacific Energy Efficiency Programme (PEEP) Phase 2 will implement energy efficiency (EE) measures in the Cook Islands with the main objective of achieving the overall goal of 10% reduction in average monthly energy consumption in the residential, commercial and public sectors. It will also establish the policy and implementation frameworks to move towards the goals of reducing fossil fuel imports by 10%.</p>
Plan development	
Which ministries were involved in the development of the plan? Was the Ministry of Finance involved?	Not detailed.
Implementation	
Is there an implementation plan? Which agency/agencies are responsible for implementation?	<p>The Government of Cook Islands is responsible for energy sector policy, regulation and monitoring. The plan recommends the appointment of an Energy Commissioner.</p> <p>The utility agency Te Aponga Uira TAU is the major implementing agency, including improved network and efficiency gains, with oversight by the Cook Islands Investment Corporation (CIIP).</p> <p>The plan notes a number of policy and institutional changes required to give effect to the implementation plan, including:</p> <ul style="list-style-type: none"> • Mobilizing private sector investment through Power Purchase Agreements (PPA), subsidies etc.; • Greater transparency in returns on investment for donor funded renewable energy projects; • Development of energy efficiency standards and regulations.
How will the actions be financed?	<p>The plan notes that development of renewable energy options is likely to reduce the long term energy costs to government.</p> <p>However, the activities outlined in the implementation plan will require substantial donor funding and TAU will require significant cash flow support.</p> <p>The implementation plan does not detail the relative proportions of government and donor funding, or private sector contribution.</p>
How is the plan aligned with the budget process? Is there an example of a relevant ministry operational plan?	Not detailed.
Is expenditure consistent with the plan?	Unable to assess
Monitoring and evaluation	
How are the outcomes monitored?	<p>The implementation plan includes a statement that ‘standard project management metrics can be applied to report on progress of activities and expenditure relative to a spend profile for each island’.</p> <p>The suggested key performance indicator is ‘the level of renewable energy capacity installed in relation to our RE target’. This will be difficult to measure unless there is a good baseline, and some estimate of how each</p>

	<p>activity will contribute to this.</p> <p>The implementation plan also states that appropriate asset management practices will need to be followed, but does not specify how or when they will be put in place.</p>
What are the reporting arrangements?	Not detailed.
How are the results communicated/publicized?	Not detailed.
How often is the plan reviewed, and how?	Not detailed.

Annex 2

Evaluation of policies, plans and strategies

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
National Sustainable Development Plan 2011-2015 (under review)					
<p>An energized and growing green economy through supporting our key economic drivers and encouraging environmentally sound innovation in potential areas of growth</p>	<p>Ensure our tourism excellence Unlock our potential from our marine resources Unlock our potential from our agricultural production</p>	<p>Growth in contribution to the economy as a % of GDP from our tourism industry Growth in contribution to the economy as a % of GDP from our marine resources Growth in contribution to the economy as a % of GDP from our agricultural production</p>	<p>Ensure integration of tourism and infrastructure development Improve productivity, marketing and environmental management of our pearl industry Revitalize our agriculture especially in the southern Pa Enua for import substitution, food security, income generation, and consumption of healthy food</p>	<p>CITC MMR MOA</p>	<p>It is not clear how the outcomes are to be achieved through sector strategies and ministry plans. The Finance and Expenditure Select Committee has not yet been established.</p>
<p>Our investment in infrastructure will foster economic growth, sustainable environment and livelihoods and increase the resilience of our communities to disasters and the impacts of climate change</p>	<p>Improve access to water for our communities Improve our facilities for waste management Improve our transport infrastructure Improve telecommunications · Strengthen our asset management</p>	<p>% of households having access to water is increased in the medium term All 12 water intakes are rehabilitated in the medium term</p>	<p>Rehabilitate water intakes, improve distribution, implement cost recovery mechanisms Establish PPP in road management and take into consideration road safety and the impacts of disasters and climate</p>	<p>MOIP</p>	

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
Secure and reliable energy services, increased energy efficiency, investment in RE, well regulated energy sector	<p>Enable robust construction</p> <p>Build capacity in the infrastructure sector</p> <p>Strengthen the institutional framework of the energy sector</p> <p>Utilize only proven renewable energy technologies</p> <p>Provide incentives for renewable energy</p> <p>Upgrade existing energy infrastructure</p> <p>Promote energy efficiency and conservation</p> <p>Build our capacity in the energy sector</p>	<p>% of households with access to electricity increased</p> <p>National spend as % of GDP on fossil fuels for transportation and electricity declined</p> <p>Renewable energy coverage increased by 50%</p>	<p>change in all engineering specifications</p> <p>Strengthen GIS capacity</p> <p>Renewable energy rollout, upgrade energy infrastructure,</p>	OPM	
Our people are prepared for disasters and climate change impacts, impacts are reduced, people are resilient	<p>Ensure strong governance arrangements for DRM and CCA</p> <p>Enhance preparedness, response and recovery</p> <p>Build resilience through effective disaster risk reduction and CCA</p>	<p>Historical comparison of recovery cost for various categories of cyclones decreased</p> <p>Historical comparison of lives lost for comparable hazards</p> <p>Number of actions contained in the National Action Plan for DRM and CCA implemented/completed</p> <p>% of Government Budget allocated to Disaster Risk Reduction and CCA</p>	<p>Mainstream DRM and CCA into policies and plans</p> <p>Invest in DRR measures across all sectors</p>	OPM	

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
Our actions to protect and manage our ecosystems and natural resources will include climate change adaptation and emission reduction measures	<p>Integrated water quality management</p> <p>Better sanitation</p> <p>Waste minimization programs</p> <p>Ecosystem approach to management of marine resources</p> <p>Sustainable land use</p>	<p>Water demand and use per capita reduced</p> <p>Increased and improved water storage per litre</p> <p>Catch from offshore fisheries per effort at an economically sustainable level</p> <p>% of organic agricultural production increased</p> <p>Loss of soil through soil erosion reduced</p> <p>% of land covered in forest maintained/increased</p> <p>% of population sanitation systems upgraded to approved standards of sanitation increased</p> <p>Tonnage of waste to landfill reduced, recyclables increased</p>	<p>Develop policy and plan for management of water resources</p> <p>Develop and implement National Land Use Policy</p>	<p>MOIP, NES</p>	
Good governance	<p>Improve accountability and transparency of public financial management</p> <p>Establish and strengthen external relations that will benefit the Cook Islands</p>	<p>PFM Roadmap fully implemented and PEFA assessment in 2015 demonstrates planned improvements in PFM systems in accordance with the Roadmaps goal scores</p>	<p>Activate the Financial and Expenditure Select Committee</p> <p>Better coordinate planning, budgeting, monitoring and evaluation</p> <p>Implement the PEFA</p>	<p>CIPS</p> <p>PSC, MFEM, OPM</p> <p>MFEM</p>	
<p>Disaster Risk Management National Action Plan (DRM-NAP) 2008</p> <p>Joint National Action Plan for Climate Change Adaptation and Disaster Risk Management (JNAP) 2011-2015</p>					

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
<p>Four strategic areas:</p> <p><u>Governance</u></p> <p>Strengthen governance arrangements</p> <p>Mainstream CC and DRM into planning and budgetary systems</p> <p><u>Monitoring,</u></p> <p><u>Disaster Management (including preparedness and public awareness)</u></p>	<p>Strengthen and consolidate policies and plans</p> <p>Strengthen capacity of government, Island Councils and NGOs</p> <p>Mainstream into national and sector plans and budgeting</p> <p>Mainstream into development planning</p> <p>Consolidate vulnerability assessments</p> <p>Use traditional knowledge</p> <p>Raise community awareness</p> <p>Develop disaster response plans</p> <p>Build dedicated national Emergency Operations Centre (NEOC)</p> <p>Strengthen and climate-proof</p>	<p>DRM and CCA formally institutionalized</p> <p>Financial mechanisms in place</p> <p>Risk and adaptation to climate change issues form part of community and island development initiatives</p> <p>Comprehensive legal framework</p> <p>CC and DRM treated as a development issue</p> <p>Information available</p> <p>Natural hazards and CC better understood</p> <p>Locally relevant DRM and CC activities</p> <p>Timely warning systems</p> <p>Reduction in casualties and loss of lives</p> <p>Reduction in threat posed by hazardous substances</p> <p>Coastal zone is sustainably</p>	<p>Establish JNAP Project Management Committee, responsible for implementation and support integration of JNAP actions into the medium Term Budgetary Framework</p> <p>Reports to National Disaster Reduction Management Council (NDRMC)</p> <p>Transform Climate Change Country Team into a DRM and CC National Platform</p> <p>Communications strategy</p> <p>Sets out detailed M&E procedures:</p> <p>Ministries and agencies to use targets and performance indicators presented in budget proposals</p> <p>6 monthly progress</p>		

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
<u>Risk Reduction and Climate Change Adaptation</u>	<p>key infrastructure</p> <p>Strengthen and adapt energy transportation, supply and storage systems</p> <p>Promote long term water security</p> <p>Strengthen sanitation infrastructure</p> <p>Promote agricultural livelihood resilience and food security</p> <p>Strengthen systems for preventative health care and research</p> <p>Improve conservation and management of biodiversity</p> <p>Strengthen and build resilience in the tourism sector</p>	<p>managed</p> <p>Environmentally sound, efficient and reliable systems of energy supply</p> <p>Risks to ground water quality, ecosystem services and community health eliminated</p> <p>Reduction in the negative environmental impact of hotels and resorts</p>	<p>reports to HOMs</p> <p>MFEM to review performance in connection with budget figures</p> <p>Progress to be reported on a 6 monthly basis for the National DRM and CC Council and Cabinet</p> <p>Includes reporting on financial support provided to NGOs</p>		
National Environment Strategic Action Framework 2005-2009/2011-2015 (under review)					
Goal 3: Increase resilience by strengthening national capacities for climate change, variability, adaptation and mitigation		<p>Number of progress reports of related climate change programs.</p> <p>Number of communities participating in climate change and adaptation activities</p> <p>% of GDP represented by infrastructure damage from natural disasters, renewable energy investments and fossil fuel consumption</p> <p>Number of climate related</p>	<p>Gradual integration of renewable energy systems into national energy generation capacities will be facilitated. Preparations of a GEF project proposal will be submitted to ADB for the design and construction of appropriate coastal protection system for Avatiu and Avarua townships.</p> <p>Establishment of Climate</p>	NES	

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
		initiatives and policies adopted and assimilated into national planning systems.	Change Country Team		
Preventative Infrastructure Master Plan					
Sets out the path to long term preparedness of the islands to respond to disaster by minimizing the potential harmful effects of future emergencies, and to climate change	The prioritization resulted in the identification of 44 projects with an estimated capital cost of \$55 million. These include projects funded by NZAID's Cyclone Recovery and Reconstruction Program and Outer Island Development Program and the inner ring road project assisted by PRC		The project evaluation framework in the Preventative Infrastructure Master Plan includes climate change criteria Project Adaptation Brief provides for a preliminary detailed assessment of the conditions that could affect the project into the future over and above current normal conditions		
Cook Islands Renewable Energy Chart Implementation Plan					
Achieve renewable energy targets	Sets out RE options for the Northern Group of islands, and the Southern Group (excluding Rarotonga) and RE and energy efficiency options for Rarotonga		Schedules of activities provided	Review of National Energy Policy required, along with regulatory framework	
Cook Islands Tourism Master Plan (Geo-tourism Strategy 2005-2015)					
Develop tourism that sustains and enhances the wellbeing of resident Cook Islanders and their environment, society,	Provide practical assistance to operators to implement environmentally responsible business operations as part of environmental accreditation	Tourism industry operates in an environmentally sustainable manner Environmental quality is protected and enhanced to	Develop enforceable mechanisms to control land use including: protection of the inland areas; coastal protection	A geotourism focus will in some ways reduce the pressure on infrastructure development because	

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
economy and culture.	including use of alternative sources of energy, conserving energy (including electricity and liquid fuels), applying water conservation and recycling techniques, minimizing production of solid waste material, and eliminating the use of detergents containing phosphorous compounds Adopt environmentally-and culturally responsible design standards and guidelines for the industry on land development and building location and construction (especially vis-à-vis protection of native flora and fauna and hazard areas, particularly in the coastal zone) 2.1.5 Establish industry-wide reporting on environmental outputs and outcomes	support a geotourism approach Outstanding natural resources are protected and public access is secured Disaster management and recovery planning addresses the full range of credible risks	(both in terms of building within 30m of HWM and the construction of structures); hazard zone management; vegetation protection; landscape standards; hillside development standards; sign standards; wetland protection; off-street parking; and residential performance standards	it is less resource intensive than the R&R and entertainment style tourism. That said, infrastructure on each of the islands must still meet the needs of the tourism industry,	
National Biodiversity Strategy and Action Plan 2002					
No specific reference to climate change			Establishment of community-based protected areas		
Cook Islands National Health Strategy 2012-2016					
Infrastructure: Reduced impact on health as a result of climate change and environmental threats	Incorporate gender analysis on the differential impacts of the environmental determinants of health in research projects and	Number of research completed on determinants of health and environmental risk measured in key areas (transport, energy,	No	Not specified	

CC specific objectives	Strategies	Outcomes/results	Implementation plan	Links to other plans re CC/lead agency	Commentary
Health facilities equipped to respond to climate change	studies Monitor and assess infrastructure to assess health and environmental risks Emergency management plan updated and implemented	water, and agriculture) Vulnerable impact assessment completed Emergency drills conducted annually			

Annex 3

Public financial management roadmap: Summary of the Progress of PFM Systems

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

In 2011 the Ministry of Finance & Economic Management (MFEM) commissioned an assessment of the performance of the government's Public Financial Management (PFM) systems. The results of the assessment have been incorporated into a Public Financial Management Roadmap (Ministry of Finance and Economic Management, 2011). It states that the PFM systems are set on a plausible budget and financial management framework of rules and structures with a clear legislative framework. It notes that there is a high degree of compliance with budgeting rules. However, line ministries are faced with limited capacities causing constraints in efficiently implementing and reporting on processes and systems. Furthermore, ineffective procurement systems and the absence of effective Parliamentary oversight in respect to legislation surrounding the annual budget law and external audit reports presents a major fracture in the chain of accountability. This makes it difficult to hold key officials in government to account for both their financial and non-financial performance.

Key actions agreed as a result of the PEFA assessment are:

- 1) Improving measures of accountability across government.
- 2) Further reducing systemic vulnerabilities to corruption.
- 3) Better transparency and more regular provision of key fiscal information to the general public.
- 4) Greater involvement of the legislature in scrutinising public finances and the annual budget law.
- 5) Improving control in budget execution.
- 6) Improving financial management capacity across government.

The PEFA also note that:

- Less than fifty percent of government sectors have sector strategies, and those which are produced are not costed; and
- The absence of costed sector plans has resulted in unclear linkages between national policy formulation and the implementation arms of government, responsible for delivering results. This situation also deters sector collaboration and programming.

This is a particularly important aspect for the identification and tracking of climate change expenditure and enabling linkage to policy priorities.

A summary of the progress of PEFA assessments, reviews and PFM Roadmaps is provided in the table below. A peer review is underway (information unavailable for this review) and a second PEFA assessment is planned for 2015.

PEFA & PFM Roadmaps/status	Reviews/outcomes	Progress/proposed actions	Trust/other relevant funds
The Ministry of Finance & Economic Management (MFEM) commissioned an assessment of the performance of governments'	Key actions agreed as a result of the PEFA assessment are: 1. Improving measures of accountability	Review 2 Feb and July 2012; Review 3 Dec 2012 Budget ceilings/baseline funding to be provided to departments for 2014/15	The Cook Islands Government is the first in the Pacific to establish a Disaster

PEFA & PFM Roadmaps/status	Reviews/outcomes	Progress/proposed actions	Trust/other relevant funds
<p>Public Financial Management (PFM) systems.</p> <p>The PFM Roadmap was generated in response to the PEFA and adopted in 2011</p> <p>This PEFA assessment in 2011 found:</p> <p>Plausibly advanced budget and financial management framework of rules and structures with a clear legislative framework, and high degree of compliance.</p> <p>Limited capacities in line ministries create constraints to implementing and reporting on processes and systems efficiently. Ineffective procurement systems and absence of effective Parliamentary oversight in respect to legislation surrounding the annual budget law and external audit reports, making it difficult to hold key officials in government to account</p> <p>It also notes that:</p> <p>Less than fifty percent of government sectors have sector strategies, and those which are produced are not costed; and</p> <p>The absence of costed sector plans has resulted in unclear linkages between national policy formulation and the implementation arms of government, responsible for delivering results. This situation also deters sector collaboration and programming.</p>	<p>across government.</p> <ol style="list-style-type: none"> 2. Further reducing systemic vulnerabilities to corruption. 3. Better transparency and more regular provision of key fiscal information to the general public. 4. Greater involvement of the legislature in scrutinising public finances and the annual budget law. 5. Improving control in budget execution. 6. Improving financial management capacity across government. <p>A second PEFA assessment is planned for 2015</p>	<p>budget process</p> <p>MTBF incorporates forward estimates but not yet aligned to sector plans</p> <p>Office of the Prime Minister (OPM) and MFEM to standardize sector strategy planning to include the sequencing of initiatives over the medium term and costing, prior to financial year ending 2013/14.</p> <p>Regular media releases of budget, financial statements, reports and reviews.</p> <p>Introduction of citizen guide to budget and community consultations in each Vaka (constituency).</p> <p>EU has decided to move away from general budget support to sector support. New Zealand has been brought into discussions on Budget support in partnership with EU and ADB. Joint reporting framework to be developed for donor programs over FY 2012/13.</p> <p>Sector support focused on sanitation (total €2.55m over 3 years from Sep 2013) contingent on completion of a sanitation policy and 3 year draft strategy on sanitation by June 2013. This has been completed.</p> <p>Finance and Expenditure Committee (audit scrutiny) still being established.</p>	<p>Emergency Trust Fund and initiated the fund with \$200,000 NZD in 2011/12. The Ministry of Finance and Economic Management (MFEM) manages the fund.</p> <p>The GoCI is progressing NIE status.</p> <p>Procurement is a key element that needs more work by Cook Islands – no technical assistance required as we have existing partners. The key will be to communicate the need for this change at government and sector levels.</p>