MANGOES IN JULY
Report on Cook Islands Public Service Climate Change Functional Review and Institutional Structure Development

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Credits

The title of this report is based on a presentation by the Cook Islands Ministry of Education's Science Adviser, Jane Taurarii, and CEO Policy Planning and Review at the UNESCO World Expert Seminar on Climate Change Education in Paris, July 2009). This seminar meeting brought together approximately 60 international representatives/delegates who have been recognised for either research or aspects of best practice in Climate Change Education.

The Cook Islands presentation/s focused on the implications of climate change on culture and livelihoods and discussed issues such as politics, demography, water, land use, traditional practices, community and family relationships, and arapo (moon calendar). `

Jane's presentation was titled Tauianga Tuatau or "Why do I have mangoes in July?" In early July, after working in Aitutaki, Jane returned to Rarotonga with a mango. Of course, July was way too early for mangoes and this prompted a discussion which led to the title of the presentation and a metaphor for changing patterns.

Cover Photo downloaded 15 February 2011 from:

http://www.fieryfoods.com/dave2/images/mango/mangos_on_tree.jpg

Disclaimer and Statement regarding Conflict of Interests

The findings and recommendations expressed in this Report are those of the independent reviewers and do not necessarily reflect the views of the Cook Islands Government. CNC Ltd has not previously been engaged by the Cook Islands Public Service Commission to undertake assignments.

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Christina Newport and Tamarii Tutangata

List of Acronyms

ADB	Asian Development Bank
CCA	Climate Change Adaptation
CIIC	Cook Islands Investment Corporation
CICAN	Cook Islands Climate Action Network
CI Gov	Cook Islands Government
CIRC	Cook Islands Red Cross
CLIMAP	Climate Change Adaptation Programme
CPPO	Central Policy and Planning Office
DM	Disaster Management
DRM	Disaster Risk Management
DRM AC	Disaster Risk Management Advisory Committee
DRR	Disaster Risk Reduction
EMCI	Emergency Management Cook Islands
EU	European Union
GEF	Global Environment Facility
GHG	Green House Gases
HOM	Head of Ministry
IC	Infrastructure Committee
INC	Initial National Communication (to UNFCCC)
IPCC	Intergovernmental Panel on Climate Change
IWRM	Integrated Water Resource Management
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MFAI	Ministry of Foreign Affairs and Immigration
MFEM	Ministry of Finance and Economic Management
MMR	Ministry of Marine Resources
MOE	Ministry of Education
MOIP	Ministry of Infrastructure & Planning
MTBF	Medium Term Budgetary Framework
NAP	National Action Plan
NAPA	National Adaptation Programme for Action
NCSA	National Capacity Self Assessment
NCCCT	National Climate Change Country Team
NDRMC	National Disaster Risk management Council
NES	National Environment Service
NESAF	National Environment Strategic Action Framework
NGO	Non-Government Organisation
NGOs	Non Government Organisations
NSDC	National Sustainable Development Commission

NSDP	National Sustainable Development Plan
OPM	Office of the Prime Minister
PACC	Pacific Adaptation to Climate Change
PASAP	Pacific Adaptation Strategic Action Programme
PICCAP	Pacific Islands Climate Change Assistance Programme
OPSC	Public Service Commission
SNC	Second National Communication (to UNFCCC)
SOEs	State Owned Enterprises
SOPAC	South Pacific Applied Geosciences Commission
SPREP	Secretariat for the Pacific Regional Environment Programme
TAU	Te Aponga Uira
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change

Glossary

Term	Definition
Adaptation	Intends to reduce the vulnerability of human or natural systems to the impacts of climate change and climate-related risks by maintaining or increasing adaptive capacity and reliance. This encompasses a range of activities from information and knowledge generation, to capacity development, planning and the implementation of climate change adaptation actions. For example, in post-cyclone reconstruction, rebuilding houses and public buildings to a standard that will better withstand a level and intensity of extreme weather events brought about by climate change.
Adaptive capacity	The potential for adjustments, processes (both natural and human), practices or structures to moderate or offset the potential for damage, or take advantage of opportunities, created by variations or changes in the climate
Disaster	An actual event, or a high probable risk, involving serious disruption to the functioning of a community causing widespread human, material, economic or environmental loss and which exceeds the ability of the affected community to cope using its own resources.
Climate	The long-term average of conditions in the atmosphere, ocean, and ice sheets and sea ice described by statistics, such as means and extremes.
Climate Change	Trends or other systematic changes in either the average state of the climate, or in its variability (including extreme events), with these changes persisting for an extended period, typically decades or longer (i.e. longer term). Climate change may be due to natural internal processes or external forces, or to persistent anthropogenic changes in the composition of the atmosphere or in land use. Note that the United Nations Framework Convention on Climate Change (UNFCCC), in its Article 1, defines "climate change" as: "a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods." The UNFCCC thus makes a distinction between "climate change" attributable to human activities altering the atmospheric composition, and "climate variability" attributable to natural causes.
Climate Variability	Natural changes in climate that fall within the normal range of extremes for a particular region, as measured by temperature, precipitation, and frequency of events. Drivers of climate variability include the El Niño Southern Oscillation and other phenomena.
Disaster Risk Management	Performing and undertaking all activities including structural and non-structural measures to avoid or to limit risks and lessen the impacts of natural, man-made, environmental or technological Disasters or Emergencies.
Disaster Risk Reduction	Minimising and reducing Disaster risks or vulnerabilities so as to avoid adverse impacts of hazards within the broad context of sustainable development.

Enabling environment	The enabling environment for adaptation comprises the high level and robust systems and capabilities that foster the adaptation process, including innovation, revitalization of traditional knowledge and practices, application of human knowledge and skills, policies, financing, legislation and regulations, information, markets and decision support tools. It encourages and supports the "climate proofing" of development projects and related initiatives, as well as being supportive of the wider sustainable development process.
Greenhouse gases	Those gaseous constituents of the atmosphere, both natural and anthropogenic, that absorb and emit radiant heat energy at specific wavelengths within the spectrum of infrared radiation emitted by the Earth's surface, the atmosphere and clouds. This property causes the greenhouse effect. Water vapor, carbon dioxide, nitrous oxide, methane and ozone are the principal greenhouse gases in the Earth's atmosphere. There are also several entirely human-made greenhouse gases in the atmosphere, such as halocarbons and other chlorine and bromine-containing compounds.
Mainstreaming (of adaptation)	The effective and equitable integration of adaptation activities into the preparation and implementation of policies, plans and other instruments concerned with economic development, social progress and/or environmental protection.
Mitigation (Climate Change)	Contributes to the objective of stabilisation of greenhouse gas (GHG) concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system, by promoting efforts to reduce or limit GHG emissions or to enhance GHG sequestration. Increasing alternative energy supplies such as solar and wind generated energy as well as energy efficiency measures contribute to global efforts to reduce carbon emissions and add to energy security.
Mitigation (Disaster Risk Management)	regulatory and physical measures to ensure that Emergency Disaster events are prevented or their effects mitigated.
No regrets	Policies, plans or actions that would generate net social benefits whether or not there is climate change. No regrets opportunities for greenhouse gas emissions reduction are defined as those options whose benefits such as reduced energy costs and reduced emissions of local/regional pollutants equal or exceed their costs to society, excluding the benefits of avoided climate change. No regrets potential is defined as the gap between the market potential and the socio-economic potential. The cost of an economic activity forgone by the choice of another activity.
Resilience	The amount of disturbance a system can absorb and still remain within the same state or domain of attraction and the degree to which the system is capable of self-organisation
Vulnerability	The degree to which physical, biological, and socio-economic systems are susceptible to and unable to cope with adverse impacts of climate change.

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AKAPUTUPUTUANGA POTO I TE AU TUMU MANAKO PUAPINGA/AKAMARAMA'ANGA POTO

Te kite ua ia nei e i roto i te au patireia mei te Kuki Airani te tu, ka rauka ite tauianga reva i te akaiti uatu rai i te tu maroiroi e te kite pakari no te paruruanga e te taporoporoanga i te au apinga natura i roto i to tatou au enua e pera katoa te akakino mate tamanamanata i te au ravenga kimianga puapinga no te tuatau mutukore.

I roto i ta ratou au ripoti no runga i te tauianga reva, kua tamanako te au kau taunga kite pakari tei iki ia no roto mai i teia nei ao ei mata ki roto i te putuputuanga Intergovernmental Panel for Climate Change (IPCC) e i roto i te au patireia mei to tatou te tu i te tuatau ki mua ka putuputu mai e ka pakari uatu rai te uriia; ka putuputu mai, ka roroa atu te tuatau e ka kikino uatu te ngere vai; e ka kake uatu ki runga te maana o te reva e te tai akaki. Na roto i teia au tu o te reva ka maranga mai te vaitoanga o te tai ki runga e ka akapera katoa te teitei o te ngaru; te pakarianga o te matangi e te vera kino o te reva; ka tamate atu i te akau; ka pakari atu te kavaruanga e te takinokinoanga a te pae tai; ka maata e ka putuputu mai te au tu maki mei te dengue te tu; ka pakari mai te kavakava tai moana i roto i te vai i raro i te enua; ka riro te ngere vai ei takinokino i te au apinga tanu e ka ngere atura te apinga kai; e ka takinokino katoa ia te au paipa vai, te mataara, te au apinga note uira e te au ngai nooanga e te kaikai o te aronga turoto i te pae tai.

I roto I to tatou patireia, kua riro te au mea ta tatou i kite mei te uruia e rima tei tupu i roto ia Peperuare e Mati 2005 e pera katoa te uriia ko Cyclone Pat tei takinokino ia Aitutaki i roto ia Peperuare 2010 ei akapapu mai e te tano uara te au tamanakoanga a te aronga kite pakari i roto i te putuputuanga IPCC.

Kua akakite katoa teia urupu tangata kite pakari e ko te au enua mei to tatou rai i te pae tokerau e te tuanga enua i te pae tai i roto i te tua ki tonga, ka tae kite tai tuatau, kare e rauka akaou i to tatou iti tangata i te no'o kite reira au ngai. Noatu e ka rauka i teia nei ao i te tipu mai ki raro ake i te vaitoanga o te reva kino te tuku ia nei ki roto i te mareva ki raro ake i te vaito o te mataiti 1990, kare e rauka i te akapapu e me ka oki rai ki raro te vaitoanga o te reva kino i roto i te mareva kia kore rava teia au mea kikino kia tupu na roto i te tauianga reva.

Na roto i te tauianga reva, tana takinokinoanga e te tamanamanata i te au turanga katoa o to tatou oraanga ta tatou e kite nei e te akaraanga e ka pakari e ka kino uatu rai teia tu i te tuatau ki mua, te kite nei tatou e e mea puapinga kia rave viviki to tatou kavamani i te tai ravenga tau tikai i te akatanoanga i te kaveinga o to tatou patireia no te tamakianga e te paruru atu anga i te au mea kikino ta te tauianga reva ka rave e te akatupu mai ki roto i to tatou patireia.

Na te Komitiona o te pae angaanga kavamani (Public Service Commission) i oronga mai i te tikaanga kia rave ia teia akarakaraanga i te au angaanga e rave ia nei i roto i te kavamani e kua turu ia e te porokaramu a te Kavamani Autireria no te tauturu anga i te tuanga angaanga tauianga reva i roto i to tatou pa moana. Kua kite ia mai e kare e tau ana te akatereanga i te au angaanga no runga i te tauianga reva no te mea te rave takake nei te au atava o te kavamani i ta ratou tuanga ka rauka e kare e minitiri i akamana ia kia akataokotai i te katoatoa kia aru i te kaveinga okotai. Te kite ia nei teia tu i roto te tuanga o te oraanga tau, te tuanga i vao mai i te patireia, te pae tai, te uira, te vai, te mataara, te pae angaanga tanu, te oire, te au enua tatakitai, te uapu e te vai atura.

Te kite katoa ia nei e te irinaki ua nei te kavamani ki runga i te moni te ka rauka mai no vao mai i te patireia, no reira kare e rauka ana i te akaoti i te tai au angaanga tei akamata ia.

I te mataiti 1993, kua akaari to tatou patireia i tona manamanata ki teia nei ao no te mea kino te tupu nei ki to tatou aorangi e te akamaana anga o te reva na roto i te taina anga i te tai koreromotu no te tauianga reva tei akaranga ia e ko te United Nations Framework Convention on Climate Change, te orongaanga i te ripoti a te patireia no runga i te au apinga te tupu nei na roto i te tauianga reva e te akateimaaanga i to tatou manamanata na roto i te taina anga i te tai koreromotu tei akaranga ia e ko te Kyoto Protocol i te mataiti 2000.

Kia tae mai ki te mataiti 2004, kua ariki to tatou kavamani i te tai mataara ou no te raveanga i te angaanga na roto i te akataokotaianga i te katoatoa e te tauruanga i te tai au ravenga no te akaketaketaanga i te mataara, te uapu, te ngai akatoanga pairere e te vai atura. Kua akanoo katoa ia te tai putuputuanga no te tauianga reva ko tei akaranga ia e ko te National Climate Change Country Team e kua anga ia te kaveinga nui no te uira e te uira te ka rauka mai no roto mai ite verovero o te ra, te matangi e te vai atura.

Na roto i te uriia e rima i te mataiti 2005, kua akamaroiroi mai to tatou patireia i te aruaruanga kia rauka mai te tai kaveinga no te patireia i te mataiti 2007 – Te Kaveinga Nui. Tei roto i teia kaveinga te orama no te mataiti 2020. Kua rauka katoa i te akanoo i te parani no te akapuapinga i te patireia tei akaranga ia e ko te National Sustainable Development Plan. I te mataiti 2009 kua akanoo ia te parani ou no te akameangiti mai anga i te kino te ka tupu i te au tuatau manamanata mei te uriia - National Action Plan for Disaster Risk Management. Kua akara matatio katoa ia te au tuanga paruparu e te au ngai ka o ki roto i te manamanata na roto i te taui'anga reva. Kua rauka katoa i te akarakara mate tamanako e ka akapeea ite akatano i te au ture kia rauka mai te ravenga meitaki no te paruru i to tatou patireia.

I na ra, noatu teia angaanga tei rave ia, kare i akatuke iake te akatere anga i te angaanga i roto i te kavamani. Te rave aere nei rai te au tipatimani e pera te au putuputuanga i vao mai i te kavamani i ta ratou ka anoano i te tuatau tau kia ratou. Te paruparu nei rai te vaerua angaanga kapipiti e te kaveinga tau tikai e te vai nei rai te ngere apinga tau no te raveanga i te angaanga.

I roto i te kavamani, te vai nei na te Minitiri e akatere nei i te angaanga a te kavamani i vao mai i te patireia e rave nei i te tuanga nui i raro ake i te koreromotu UNFCCC e tei roto ite rima o te Tuanga Taporoporo te akaaereanga i te tuanga iti. Te NCCCT, ko te tangata akatere i te tuanga akarakaraanga reva, nana katoa e akatere ana i te uipaanga a teia pupu e na ratou e akatere ana i te tu o te ripoti a te patireia in raro ake i te UNFCCC. Te kimikimi katoa ia nei te ravenga kia taokotai ia te parani no te tauianga reva e te parani no te paruru i te patireia no te tuatau kikino mei te tuatau uriia no te mataiti 2009 ki te 2015.

I roto i ta maua akara matatio anga i te tu o te akateretere'anga i te angaanga, kare te reira e tau ana no teia tuatau e te tuatau ki mua. Te kite nei maua e ko te au ravenga e te mataara tei akanoo ia no te au tuanga tuketuke i roto i te kavamani:

- na roto i teia tu, ka akatinamou ia te vava'i'anga i te angaanga a te kavamani e te au putuputuanga i vao mai mate taokotaikore
- no te mea e na te Tuanga Taporoporo e akatere ana i te Ture Taporoporo 2003, noatu e kare te taui'anga reva i roto i te reira ture, i roto i te kavamani e i vaoo mai, te akaranga nei te katoatoa e e mea tau rai e na te Tuanga Taporoporo e aratak i te reira tuanga angaanga
- akapapuanga e kare e taangaanga meitaki iana te pupu NCCCT no te aratak e te akataokotai'anga i te katoatoa e te tauturu i te turanga o te au akakoroanga puapinga tei tutaki ia mai e te ai taeake no vao mai i te patireia

- akapapu'anga e e tuanga puapinga tikai ta te au putuputuanga i vao mai i te kavamani mei te konitara enua no te kimi ravenga kia rauka i te paruru i to tatou ipukarea, i na ra kare te reira tuanga e kite pu iana, e te irinaki nei ratou kite kavamani kia akatinamou i te mataara te ka riro ei takai'anga na te katoatoa i roto i teia turanga ta tatou e 'a'aere nei.

Kua kite katoa maua e:

- kare rava te tai opati o te kavamani i akanoo ana i te taui'anga reva ei tuanga angaanga tinamou na te tai tangata angaanga i roto i te kavamani, mari ua ko te tangata akatere i te opati tei akaranga ia e ko te Emergency Management Cook Islands (EMCI) e pera tona tangata tereni e te apii i te iti tangata ua nei e ko ta raua tuanga angaanga kua akanoo ia ki roto i te au tu takinokino'anga natura i to tatou pa enua mei te uriia e te vai atura
- kare e rava ana te tuatau o te nga tangata kite i te akapapa patianga moni no vao mai no te mea kare e ko te reira ta ratou angaanga tinamou, e kare katoa e rauka i te tuku i te patianga tauturu na roto i ta tatou akatereanga tau e te akaputuputu'anga i te tauturu te rauka mai nei no te patireia kia kore e ta'i'i te raveanga i te angaanga
- noatu te meangiti i to ratou numero, te vai nei te tai pae aronga kite pakari i roto ite kavamani e tei vao katoa i te turanga o te taui'anga reva
- te vai katoa nei te tai aronga kite pakari i te kimi ravenga kia ketaketa mai te tuanga te ka riro ei puapinga no to tatou patireia i roto i te au uriurianga manako i roto i teia nei ao e te meitaki mai nei te kite i te akatere i te porokaramu mamaata.

Me akara ia ki te tuanga no te akatano'anga i te au turanga katoatoa kia rauka i te akatere viviki i te angaanga ki mua, kua kite maua e:

- kare e ture e kare katoa e akaueanga nui ta te kavamani i akanoo no te akatanoanga i te angaanga te ka rave ia no runga i te taui'anga reva i roto i to tatou patireia
- kare te tu'anga tei akaranga ia e ko te renewable energy i rauka ana i te rave i teia nga mataiti i topa
- e ravenga tuke te taangaanga ia nei i teia tuatau e aere ia nei no te akakaputuputu'anga i te nga parani e rua no te nga turanga o te taui'anga reva no te au tuatau ka tupu poitirere te manamanata e te kimi ravenga anga no te paruru e te akamatutu i te enua e te au mea puapinga rava rai no te oraanga tangata.
- te irinaki uatu anga ki runga i te tauturu te ka rauka mai no vao mai i to tatou patireia no te raveanga i te anganga te ka tau ki runga i te taui'anga reva e pera no te tutakianga i to tatou au mata kite nga uipaanga puapinga i vao katoa e kare ake rai e tuanga moni i akanoo ia i roto ite akapapa'anga moni a te kavamani no teia turanga.
- te irinakianga kia akamatutu ia te kimi kite, te apii e te tereni anga i te katoatoa i roto i te au tuanga tuketuke i teia tuatau e maata mai nei te angaanga.

Ko to maua manako no runga i te katoaanga ta maua i kite, te inangaro nei te katoatoa e kia akatupu te kavamani i te tai ravenga tau kia taokotai te katoatoa i te raveanga i te angaanga no te taui'anga reva e ko te maataanga, te inangaro pakari nei i te tai opati takake ei akatere i te reira turanga.

Tamanakoanga

Ko to maua tamanakoanga, te akanoo nei ki runga i te akamatutuanga i te kapipitianga o te tauianga reva e te akatereanga i te au mea kino te ka tupu viviki mai, kua akapapa ia kia tau ki tei anoano ia kia rave viviki na roto i te au parani e te akaueanga a te kavamani tei akapapa takere ia no te paruru e te akaiti mai i te kino e te manamanata te ka aru mai.

Ko teia te au tamanakoanga:

1. Rave i te au angaanga te ka riro ei tauturu e te akamaru mai i te akatupu'anga i ta tatou i anoano kia rave ia kia o atu te tauianga reva ki roto i te au turanga angaanga pouroa a te kavamani mei te akapuapinga uatu anga i te patireia, te akamatutu anga i te ture, te kaveinga, te parani, te akapapaanga moni e te ravenga tau i te rave anga i te reira au mea katoatoa. Ko te apinga mua te ka rave ia koia oki ko te tata'anga i te ture ou e te akaueanga no te mea ka na roto i te reira e rauka mai e te ravenga tau i te raveanga i te angaanga.

2. Kia rauka i te anga i te tai opati takake o te kavamani i roto i te toru mataiti kia rauka i te akanoo i teia i roto i teia tuatau e 4 mataiti o te parimani. E toru takaianga i roto i te toru mataiti te ka inangaro ia i te akanoo marie anga i teia opati ou; te mataiti mua ka akanoo ia te tai opati ou ki roto i te Opati o te Parai Minita (OPM), te rua o te mataiti ka akaputuputu ia mai te tuanga Renewable Energy, te Opati Akarakaraanga Reva e te EMCI ki raro ake i te tamaru o te Opati no te akataokotaianga i te angaanga Taui'anga Reva e te Akatereanga i te au mea te ka aru mai i te au manamanata natura te ka tupu viviki.

3. Akapapa i te ture tamanako no te akatinamouanga i te tu o teia opati ou na roto ite akarakaraanga i te ripoti no runga i te ture o te tuanga taporoporo e pera katoa te akapapa anga i te angaanga. Kia akara e kia akatanoia te kaveinga e te tu ote angaanga te ka rave te pupu o te patireia (country team) no te tauianga reva.

4. Akatano i te moni te ka anoano ia no teia opati ou na roto i te tuanga akapapa moni a te Minitiri no te pae moni e te kimi puapinga e kia anga ia te porokaramu no te kimi tauturu i vao mai i te patireia na roto i te akatereanga tau ta tatou i anoano.

5. Akatano i te kaveinga o te patireia no runga i te taui'anga reva e pera te akara matatio i te mataara tau i te akatere'anga i te parani okotai te ka akamana ia no te tuanga akatere i te au manamanata natura te ka tupu e te akamatutu e te akaiti mai anga i te apinga te ka takinokino ia. Ka akao ia te nga manga e rua o te taui'anga reva ki roto i teia parani taokotai.

Ko te akakoroanga maata o te au akapapaanga tei tamanako ia, kia rauka i te taokotai i te angaanga no runga i te tauianga reva i roto i to tatou patireia. Ko te akakoroanga o te opati ou, kia rauka i te akaruru e te akamatutu i te angaanga no runga i te tauianga reva i roto i te au tuanga angaanga katoatoa o te kavamani e pera i roto i te au enua e te oire katoatoa. E toru mataiti tei akapae ia no te akanoo meitakianga i te opati ou e tamanako ia nei no te taui'anga reva.

Executive Summary

It is well known that for developing countries like the Cook Islands, Climate Change threatens to reduce national resilience and capacity, exacerbates development and environmental challenges and undermines efforts towards economic growth and sustainable development.

In its assessment reports, The Intergovernmental Panel for Climate Change predicted that countries like the Cook Islands would experience extreme weather events resulting in climate risks that include more frequent cyclones with increasing intensity; droughts with increasing severity, frequency and duration; warmer temperatures and sea level rise. Such climate events will bring about high sea levels and extreme wave heights, strong winds and extreme high temperatures, coral bleaching, coastal erosion and damage, wider spread and increased frequency of vector borne diseases, increased salinity of water tables, water shortage impacting on food security, and damage to infrastructure and tourist facilities especially along the coastal fringes.

In the Cook Islands, events such as the unprecedented five cyclones within a one month period in February to March 2005 and Cyclone Pat, a Category 3 Cyclone, with its devastating path through Aitutaki in February 2010, have served to reinforce the accuracy of such predictions.
That the Northern Group atolls and the coastal fringes of the higher Southern Group islands will become uninhabitable under such circumstances is also widely recognized in the scientific community. Even if emissions were to be reduced globally to pre-1990 levels, it is not clear whether such reductions would stop global warming in time to prevent increasingly devastating Climate Change-related weather events.
The crosscutting nature of Climate Change, its already visible impact on all sectors of Cook Islands society and its potential for even more debilitating impacts, call for an immediate and effective response from government in creating the enabling environment for the country to more effectively address Climate Change issues.

This review of functional arrangements within the government, commissioned by the Public Service Commission (PSC) and funded by Pacific Adaptation Strategy Assistance Programme (PASAP), was born out of deep concern that government's approach towards addressing Climate Change tends to be piecemeal and fragmented. Fragmentation can be seen in the division of labour within government agencies for international negotiations, reporting obligations, energy, and adaptation activities as well as partnerships in different sectors including health, agriculture, environment, coasts, and infrastructure, and at multiple levels – especially the community level. In addition, the reliance on external assistance for funding work on Climate Change contributes to the lack of continuity in work previously developed, undertaken or implemented.

In 1993 the Cook Islands signaled its concerns to the global community for environmental degradation and global warming by ratifying the United Nations Framework Convention on Climate Change, submitted its initial National Communication in 1999 and emphasized such concerns by ratifying the Kyoto Protocol in 2000. By 2004, the Cook Islands government had endorsed taking an integrated approach to Climate Change and a climate proofing approach to infrastructure. The National Climate Change Country Team was established and an energy policy focused on energy security, efficiency and renewable energy was developed.

The five cyclones of 2005 were a significant turning point for the country providing focused efforts towards the 2007 release of the country's first national 20 year vision - Te Kaveinga Nui, its first National Sustainable Development Plan and preventative infrastructure master plan. By 2009, a National Action Plan for Disaster Risk Management had come into effect, vulnerability and risk assessments were being conducted, and a review of environmental legislation including Climate Change had been carried out. Despite the progress made and commitments undertaken, the

institutional arrangements in place have remained relatively unchanged. Climate Change related activities are being implemented on an ad hoc and fragmented basis by various government and non-government organisations with limited coordination, policy guidance and resources (CKI2NC 2010).

The institutional arrangements for Climate Change currently include the United Nations Framework Convention on Climate Change (UNFCCC) Political Focal Point at the Ministry of Foreign Affairs and Immigration, the Operational Focal Point at the National Environment Service, and the multi-organisation National Climate Change Country Team (NCCCT) chaired by Meteorological Services and mandated to oversee reporting on Climate Change to the UNFCCC.. Work is also underway to establish a joint national action by integrating Climate Change with the 2009 - 2015 Disaster Risk Management National Action Plan.

Overall we find that the performance of the present administrative system with the existing institutional arrangements is inadequate to meet the current and expected demands on the country's response to Climate Change impacts. We found that the Institutional Structures in their present form:

- accentuate the fragmented implementation of Climate Change-related activities amongst government and non-government agencies
- highlight that the National Environment Service (NES), as a natural progression of its mandate for the administration of the Environment Act which does not include Climate Change, has been regarded as the referral point for matters relating to Climate Change amongst both the government and non-government agencies
- verify the underutilized role of the National Climate Change Country Team (NCCCT) as a coordinating mechanism for inputs into significant, externally funded projects
- confirm that the non-government sector, including island councils, plays an integral yet understated role in addressing Climate Change matters and looks to government to take the lead and coordinate the national approach to Climate Change at all levels.

We also found:

- the absence of any designated post for Climate Change activities within government except for the Director and Education and Training Officer in EMCI who's primary focus is directed to emergencies (e.g. tropical cyclones and other disasters)
- limited capacity to mobilize resources through preparing proposals for funding, negotiating delivery through nationally led funding mechanisms and coordinating aid flows
- the presence of small pool but high level of Climate Change related expertise and increasing Climate Change related experience in the public service and civil society
- a strong skill base in international negotiation and increasing expertise in large-sized project management.

In relation to creating an enabling environment we found:

- an absence of legislative and policy direction to guide Climate Change related efforts at national level
- low priority accorded to renewable energy in recent years
- innovation to develop joint national action plans for Climate Change and DRM
- 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 Climate Change-specific national budget allocations
- a need for continued capacity building across all sectors and extending to the delivery of activities is needed particularly as focus shifts towards implementation

Overall, we conclude there is a strong desire from all stakeholders for a coordinated approach in addressing Climate Change and a strong preference to establish a stand-alone agency with a national governance body as the basis of the institutional arrangement.

Recommendations

The recommendations are designed to improve integration of Climate Change and DRM issues, are prioritized according to urgency and easy implementation, and are in line with priorities set in existing planning framework and policies as well as the Cook Islands government pledge to prioritize disaster risk management and issues of Climate Change adaptation and mitigation.

Recommendations are:

1. Create an enabling environment by adopting a no risk approach to mainstreaming Climate Change in achieving development outcomes through enhanced legislative, policy, development planning, budgetary and institutional frameworks. The priority is to put in place the legislative and policy framework within which the institutional arrangements will function.

2. Take a phased approach towards establishing a standalone entity over a three year timeframe. This will enable the current government a window to oversee its establishment during a parliamentary term and enable incremental and sustainable approach to mobilizing resources. Three steps to this approach includes Year one – create a division within the OPM, Year Two – amalgamate related functions from Energy Division, Meteorological Service and EMCI. Year Three – establish a National Office of Disaster Risk Management and Climate Change Coordination.

3. Prepare the necessary legislation to give effect to the arrangement as provided from the 2006 review. This will include reprioritizing and developing work plan and obtaining drafter, consolidating the role of the national Country Team mechanism and associated institutional arrangements.

4. Undertake necessary appropriation though the budget process to secure local funding and develop programme for external support using national preferred funding mechanisms and aid modalities

5. Carry out necessary policy work to develop national climate change policy including policy analysis on three response approach to the JNAP. This includes ensuring DRM, adaptation and mitigation is included in the drafting of the JNAP.

The overall purpose of the proposed arrangement is to ensure an integrated approach towards addressing Climate Change impacts throughout the country. The purpose of the stand-alone agency is primarily to coordinate the functions of government. Details of a phased approach towards an upgraded institutional arrangement are based on a three-year transition period.

THE COOK ISLANDS AND CLIMATE CHANGE

This section provides an analysis of Climate Change in the Cook Islands. This includes a profile of the country and climate change threats.

Geography

The Cook Islands comprise 15 small islands scattered over 1.8 million square kilometres of the South Pacific Ocean. With a total land area of 240 square kilometres, the islands are divided geographically, into a Northern group and a Southern group. The Northern group of islands is described primarily as low coral atolls (Palmerston, Suwarrow, Nassau, Pukapuka, Rakahanga, Manihiki and Penrhyn), while the Southern group comprises eight islands (Aitutaki, Manuae, Takutea, Atiu, Mitiaro, Mauke, Mangaia and Rarotonga) which are primarily volcanic islands.

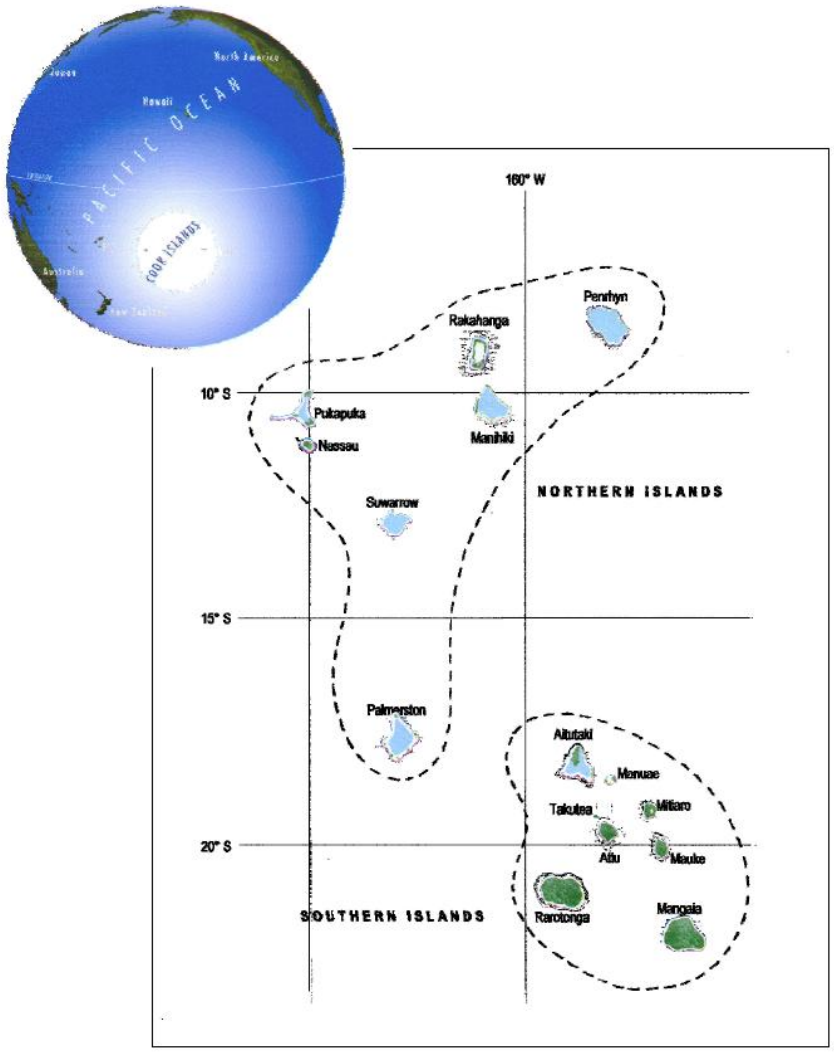


Figure 1 Map of the Cook Islands [1]

[1] Source: Cook Islands Cyclone Recovery Reconstruction Plan, July 2006

The Climate

The climate of the Cook Islands can be described as maritime tropical dominated by easterly trade winds. There is a dry season from May to October (average rainfall 666mm) and a wet season from November to April (average rainfall 1333mm). The wet season is also the tropical cyclone season and is associated with the easterly shift of the South Pacific Convergence Zone (SPCZ) over the country. The average temperatures range between 21 and 28 degrees Celsius (Government of the Cook Islands, 2009, p. 7).

Climate Change Threats

The Fourth Assessment Report (2007) of the Intergovernmental Panel on Climate Change (IPCC) provides a comprehensive coverage and analysis of the impacts of climate change on the human and natural systems of the Pacific Islands region including the Cook Islands. These impacts have already resulted in extensive coastal erosion, coral bleaching, increased distribution and frequency of mosquito-borne diseases, decreased productivity in forestry and agriculture, devastating droughts affecting food supply and serious water shortages, and damage to coastal infrastructure. Other findings of the report are as follows:

- Average temperatures have increased by 0.6-1.0 degree Celsius since 1910 and are projected to increase by 0.99-3.11 degrees Celsius by the end of the 21st century
- Sea levels have risen by approximately 1.6 mm per year over the last 50 years and are projected to rise by 0.19-0.58 meters by the end of the century
- Rainfall patterns have changed and the frequency of extreme events including flooding, droughts and storm surges has increased
- Average annual rainfall is projected to vary by 10 per cent
- There is a strong possibility of more persistent and devastating tropical cyclones
- The frequency and intensity of cyclones is expected to increase with the average frequency of cyclones projected to be three every two years
- The annual number of hot days and warm nights is projected to increase significantly
- The maximum number of consecutive dry days is decreasing while the number of heavy rainfall events is increasing.

In addition, sectors where impacts of climate change are expected to be most severe include:

- water resources – availability and increased salinisation
- coastal systems and resources – sea level rise will exacerbate inundation, storm surge, erosion and other coastal hazards, thus threatening vital infrastructure, settlements and facilities that support such settlements
- fisheries and food security
- biodiversity
- human settlements and well-being
- subsistence and commercial agriculture
- economic, financial and socio-cultural
- infrastructure and transport.

Sea level rise is especially threatening for low-lying islands such as our Northern Group islands, for coastal communities which include the main human settlements in Rarotonga and the majority of tourist accommodation and restaurant facilities in Rarotonga and Aitutaki, and for other economic activities.

Recent years have seen an increase in both intensity and frequency of extreme climate events. Since 1998 the Cook Islands has experienced more intense storms, flooding, and wave surge damaging coastal infrastructure. Most notable was the unprecedented five cyclones within one month from February to March 2005, with three of the cyclones reaching category 5 status as they passed through Cook Islands waters. The most recent cyclone – category 3 Cyclone Pat – devastated the island of Aitutaki on 10 February 2010 causing an estimated excess of $15 million damage to homes, buildings, infrastructure and crops. By comparison, the five cyclones of 2005 caused damage of approximately $20 million dollars across the Southern Group islands[2], indicating that had any of the five cyclones scored a direct hit on any island, the devastation would have been far worse.

'It is highly likely that if the north coast (of Rarotonga) suffered a direct hit from a category 4 or greater cyclone, and given present levels of coastal protection, all services provided by government, commerce, public utilities and the transportation sector would cease for a considerable period of time, affecting not only Rarotonga but also the outer islands' (Ministry of Foreign Affairs & Immigration, 2005, p. 15). This would see the bulk fuel depots including aviation gas for the country, the only port on the island that receives international cargo for distribution to the Outer Islands except for Aitutaki, the international airport, and the central business district – all of which are located along the north coast of Rarotonga – immobilized in one of the most densely populated parts of the island.

People and Economy

The resident population of the Cook Islands totals 14,200 while the total population is 22,100 (Cook Islands Statistics Office, 2008). 70 percent live in Rarotonga with around 20 percent of the population living in the Southern Group of outer islands. Development continues to occur in the face of a long-term decline in resident population. Cook Islands residents hold New Zealand citizenship and can freely access the New Zealand and Australian job markets and the New Zealand health, education, and social security systems. Christianity is the predominant religion, and the indigenous language of Cook Islands Maori (and Island dialects) and English are the official languages of the country.

The Cook Islands economy has grown strongly since the mid-1990s and the current GDP, of more than $13,648 per head, is the highest among independent countries in the Pacific. Tourism is the major contributor to the economy. The Cook Islands is vulnerable to global events that impact on the economy including rising fuel and food costs, distance from markets, out migration of Cook Islands people, as well as climate and environmental change. Cyclones and other adverse impacts related to climate change remain a significant threat to the lives of people and the economic viability of the islands.

Having outlined the situational context of Climate Change in the Cook Islands, this report presents the scope and approach taken to complete this assignment. This is followed by a discussion of key strategic considerations and an analysis of the existing institutional arrangements. Section E presents three options for consideration and recommends a preferred option. Section F sets out an implementation plan with key documents to put in place the preferred option.

[2] P.14 National Action Plan for Disaster Risk Management (2009 – 2015) Government of the Cook Islands

SCOPE AND METHODOLOGY

This section details the parameters of this review, its methodological considerations and key concepts.

Background

The Cook Islands signaled to the global community its concerns about environmental degradation and global warming by ratifying the United Nations Framework Convention on Climate Change (UNFCCC) on 16 March 1993, submitting its Initial National Communication (INC) to the UNFCCC on 30 October 1999, and, later, emphasized these concerns by ratifying the Kyoto Protocol on 15 November 2000.

It is well known that climate change threatens to reduce the resilience and capacity of developing countries like the Cook Islands, to exacerbate development and environmental challenges, and to undermine efforts towards economic growth and sustainable development.

Within the Cook Islands, the institutional arrangements for Climate Change currently include the United Nations Framework Convention on Climate Change (UNFCCC) Political Focal Point at the Ministry of Foreign Affairs and Immigration, the Operational Focal Point at the National Environment Service, and the multi-organisation National Climate Change Country Team (NCCCT) chaired by Meteorological Services and mandated to oversee reporting on climate change to the UNFCCC. Climate change-related activities are being implemented on an ad hoc basis by various government and non-government organisations (CKI2NC 2010).

Purpose and Scope

It is therefore understandable that this review of functional arrangements within the government, commissioned by the Public Service Commission (OPSC) and funded by Pacific Adaptation Strategy Assistance Programme (PASAP), was born out of deep concern that the government's approach towards addressing climate change tends to be piecemeal and fragmented. Fragmentation can be seen in the division of labour within government agencies. This includes international negotiations, reporting obligations, energy, and adaptation activities as well as partnerships in different sectors including health, agriculture, environment, coasts, and infrastructure. This fragmentation can also be seen at national, sector and community levels. In addition, the reliance on external assistance for funding work on climate change contributes to the lack of continuity in work previously developed, undertaken, or implemented.

Adaptation and Mitigation

It is widely accepted that an effective response to climate change must address and combine both Greenhouse Gas (GHG) emission reduction (mitigation) and climate change impacts (adaptation). Adaptation and mitigation are the two broad categories under which the ways of addressing climate change fall. For the purposes of this study, the definitions for adaptation and mitigation by the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD) are used.

Adaptation

Intends to reduce the vulnerability of human or natural systems to the impacts of climate change and climate-related risks by maintaining or increasing adaptive capacity and reliance. This encompasses a range of activities from information and knowledge generation to capacity development, planning, and the implementation of climate change adaptation actions: for example, in post-cyclone reconstruction, rebuilding houses and public buildings

to a standard that will better withstand a level and intensity of extreme weather events brought about by climate change.

Mitigation

Contributes to the objective of stabilisation of greenhouse gas (GHG) concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system, by promoting efforts to reduce or limit GHG emissions or to enhance GHG sequestration. Increasing alternative energy supplies, such as solar and wind generated energy as well as energy efficiency measures, contribute to global efforts to reduce carbon emissions and add to energy security.

We note that the definition of mitigation differs from those used in a Disaster Risk Management framework which refers to mitigation as 'regulatory and physical measures to ensure that Emergency Disaster events are prevented or their effects mitigated'[3] which aligns with the Climate Change adaptation definition.

Resilience

We note that defining resilience is not clear cut. For our purposes we refer to Klein et. al. (2004) literature review relating to the concept of resilience. They concluded that resilience is best used to define two specific system attributes:

- The amount of disturbance a system can absorb and still remain within the same state or domain of attraction

- The degree to which the system is capable of self-organisation (OECD, 2009, p. 16).

Climate Change and Development

Developing countries and development partners recognise the important links between development and climate (UNDP, 2010; Ayers & Dodman, 2010; OECD, 2009; Kelman, 2010). The need to integrate or 'mainstream' climate change with development planning and decision-making processes is essential in moving towards achieving development outcomes. This is a key consideration for the functional review.

Integrating climate change

Mainstreaming Climate Change also intends to bring Climate Change and DRM considerations together as an integral part of development planning. The functional arrangements and designated entities are one aspect of an integrated approach. Effective and efficient institutions, especially governmental institutions, are an important part of the enabling environment for adaptation and mitigation.

In order to establish functional arrangements responsible for Climate Change, it is important to select the structure that is most likely to achieve an identified goal (de Romilly, 2011). In addition, it is important to consider where Climate Change should be placed and be based on the country's specific priorities. It is also important to understand that addressing all aspects of climate change at one time may not be advisable, possible, or desirable (ibid.). In the Cook Islands there is a clear intention for an integrated approach to climate change. This is evidenced by cabinet's 2004 endorsement of the 'Mainstreaming Climate Change adaptation Guidelines' during the development

[3] P.7 DRM national Action Plan 2009- 2015 Government of the Cook Islands.

of the first National Sustainable Development Plan. Work towards an integrated approach was intended with the adoption of the following goal:

> to manage, in a holistic manner and as an integral part of national development planning, the risks associated with the full spectrum of weather, climate and oceanic hazards, from extreme events to the consequences of long-term climate change (Hay, J. E., et.al. 2005, p.170).

For the purposes of this review we have adopted the USAID (2009, p. 47) definition of mainstreaming: "the integration of climate concerns and adaptation responses into relevant policies, plans, programs, and projects at the national, sub-national, and local scales" (UNDP, 2010).

Approach and Management

Methodology

Consistent with the terms of reference (see Appendix A) the functional review employed a participatory methodology designed to ensure stakeholders' participation and ownership in the assignment. A total of 57 stakeholders participated in the exercise. The objectives of the review are to:

- Determine where and how climate change best fits within the overall existing Public Service
- Identify enhancements to the institutional structure(s) that:
    - reduce fragmentation
    - ensure a coherent and consistent policy approach
    - deliver measurable implementation of climate change activities
    - secure support for placement of appropriate technical capabilities

Standard data collection methods including an email survey, interviews, literature/document review, and personal observations were adopted. Participation in the evaluation included meetings with the National Climate Change Country Team and members of the Disaster Risk Management Advisory Committee. Data was collected on each of the components and sub-components of the Terms of Reference.

The methodology for data collection included:

1. ***Literature/Document Review*** – Content analysis was conducted over 65 documents with a range of formal documents, reports, plans, and agreements. These were accessed from various sources such as Cook Islands Government, donor agencies, and international and regional agencies. The literature review also included an analysis of the most relevant statistical data; for example, National Sustainable Development Plan (NSDP), Cook Islands Climate – Variation and Change Report, and Cook Islands Millennium Development Goals (CIMDG).
2. ***Survey*** – A short email questionnaire was distributed targeting Civil Society and line ministry stakeholders. 13 responses (8 of whom were female) were received out of a possible 25 sent out for a response rate of over 50 percent.
3. ***Interviews*** – These included a semi-structured format with face-to-face and telephone one-to-one interviews, and small group interviews. 44 interviews (14 female, 30 male) were carried out with a range of development stakeholders throughout the Cooks Islands and offshore-based

stakeholders. Interviews were conducted in Cook Islands Maori where participants felt more comfortable.

4. ***Stakeholder Workshop*** – 11 participants (5 female, 6 male) participated in a workshop to review the institutional arrangement options.

5. ***Peer review*** – Informal feedback was also obtained from International Climate Change experts as part of developing the institutional arrangements.

6. ***Participation/Observation*** – This involved the participation and observations of the reviewers at climate and environment related activities prior to and during the period of the assignment. These activities included the National Environment Forum and Infrastructure Forum held in 2010. In addition, as local Cook Islanders, we, the reviewers, bring an insider's perspective to the review that enables us to recognise internal nuances and their meanings that may not be readily observed and articulated by an outside perspective.

A range of data sources was obtained for the review. These included primary sources such as Climate Change activity deliverers, planners, and designers. Representatives from a range of organisations and sectors such as government officials, aid agency officials, civil society members and expert consultants also participated. Secondary sources of data included national, thematic and sector level statements, policies, strategies and plans, regional and international reports, programme design and implementation, academic research, web-based discussion networks, media reports and development partner policies, guidelines and tools.

Grounded in the Cook Islands context, content analysis of the evidence gathered from the sources and methods above was undertaken to ensure that the findings and conclusions triangulated to more than one source of information.

Limitations and Constraints

The Cook Islands, Pacific and International agency representatives and Climate Change consultants previously and/or currently involved in Cook Islands Climate Change activities were very helpful in providing available data in a timely manner. Nevertheless, there were some limitations and constraints due to:

- Timing of the assignment over the Christmas/New Year period limited availability of key officials
- Competing priorities of consultants/contractors. As locally engaged consultants, the nature of contracting opportunities meant juggling a number of short-term activities at the same time
- Unavailability of key stakeholders due to competing demands or travel overseas
- Delays in obtaining key documents.

Challenges and risks identified by the team during the assignment were regularly reviewed and managed. These were of an administration nature and, more importantly, related to availability of data and access to participants in-country and off-shore.

STRATEGIC CONSIDERATIONS

Institutional challenges

There are a number of institutional challenges to be faced by the Cook Islands in pursuing an integrated approach to Climate Change. Goldblath & Middleton (2007) provide some guidance.

Long term: there are long time-frames associated with Climate Change impacts as well as many adaptive and mitigation responses. These time-frames extend into decades and even centuries ahead.

- ***Policy constraints***: few if any, other policy issues dealt with by government play themselves out at such a temporal distance and the mechanisms of government are not structured to deal with such long term issues. The majority of the core planning processes of governments – such as medium term budgeting and development planning documentation – typically extend three or five years into the future. Even long term visioning by government departments typically only means at most a 20 year time horizon.

- ***Planning tools***: the planning tools and approaches used by government planners are not well suited to long term challenges. For example, standard economic planning methods, a key planning tool, are not well suited to long term Climate Change analysis. The problems of discounting future impacts and benefits of current actions, particularly in the context of uncertain and probabilistic scenarios, are beyond the standard economic planning tools of most government agencies.

Cross sectoral: climate issues cut across all sectors of society and government. This is not a problem unique to Climate Change and many policy issues face the constraint of state structures organised around particular subjects or constituencies which are not well equipped to address problems which transcend such artificial boundaries. There are, in consequence, many planning and communication tools designed to manage cross sectoral policy questions. However, it should be noted that Climate change is particularly Complex, and has the dimensions of both mitigation and adaptation which cut across virtually all of government.

Multi-disciplinary: an understanding of Climate Change implications and policy responses requires a cross disciplinary approach which includes the science of Climate Change, economic assessment and planning, organisational development and social planning, and others. There are few policy units in government or elsewhere which have all of these skills. The closest is the CPPO of the OPM except for economic assessment which is one of the two key roles of MFEM. This implies the need for mechanisms for government decision-makers to draw on a range of social resources.

Strong interest groups with small numbers of losers and many dispersed winners: there are particularly strong interest groups engaged in the Climate Change debate. In particular, there are well organised and vested interests in the energy and transport sectors where future Climate Change policies pose potential threats to current ways of doing business. On the other hand, those who stand to lose the most from Climate Change impacts, such as subsistence farmers or poor coastal communities, are often the most dispersed, and least organised and resourced members of society.

- ***Scientific Uncertainties:*** despite growing scientific consensus, uncertainties remain around the mechanisms and implications of Climate Change. This continues to provide a space,

albeit a shrinking one, for groups with vested interests to challenge the foundations of Climate Change concerns.

National and international disjuncture: the global problem of Climate Change, despite supra-national institutions, is ultimately one that will be addressed through the actions of individual nations. At this stage there remain many differences between the national interests of countries in the short term and the global interest in the medium to long term. Government policy making is geared towards pursuing the national interest and is not well placed to balance national against global interests (Goldblatt M. , 2007, pp. 5-6). The extents to which these challenges apply in the Cook Islands are set out below.

Climate Change policy challenge	Cook Islands examples	Application to Cook Islands
Long Term	National Sustainable development plan for five years Integrated island development plans are in place for each island for five years Medium term budget framework has three year term Electoral cycle has four year cycle	Strong
Cross Sectoral	National planning clusters (including sector plans) suited to integration of Climate Change mitigation and or adaptation planning Government has limited cross-sector clusters and formal processes at various levels for policy integration across agencies	Medium
Multi-disciplinary	Minimal skills and expertise within government to address multiple dimensions of climate change Limited size of policy structure means that not all relevant skills can be presented	Strong
Strong interest groups and small number of losers dispersed winners	There are a small number of strong energy intensive users who have significant policy influence on government Climate Change will have direct impact on poorly organised subsistence farmers and coastal communities. Conservation sector haphazard in its organisation and less influential on key government agencies.	Strong
National/international Disjuncture	CIs economy (including fuel costs, exports, infrastructure development) not well aligned with global short term mitigation objectives The Cook Islands is vulnerable to Climate Change impacts and in the medium to long term there are growing alignments between national and international interests related to Climate Change	Medium

Overall, we find the aggregate influence of these institutional challenges is strong despite the progress over time with the increasing alignment between local and global Climate Change interests and an improving national development planning process. The limited coordination of Climate Change across and within sectors, limited local expertise and organised Civil Society advocacy are challenges to take note of in the design of Climate Change-related institutional reforms.

Best Practice and Success Factors

A useful evaluation study of how Climate Change priorities have been addressed by Pacific countries with UNDP assistance identified a number of success factors (Hay, 2009). These include:

*1. **Practical reasons for encouraging greater integration.*** *W*orking in an integrated way reduces the burden of programming development assistance and can happen where central agencies commit to an integrated approach to national planning through the budget process and aid coordination. Because we have our NSDP and MTBF in place the platform already exists to further integrate Climate Change.

It is considered best to have a **single agency** responsible for Climate Change and DRM or be placed within an **influential ministry** that is supported adequately financially and in other ways (adequate staffing, access to technology). Currently we have several agencies (MFAI, NES, Energy Division, Met Service and EMCI/OPM) with varied lead responsibilities for Climate Change and DRM.

*2. **Practical Approaches that facilitate integration.*** This includes taking a:

> **Risk-based** approach. Risk management is considered to be an integrating concept that brings together the different time dimensions of DRM (short and immediate) and Climate Change (long and distant).
>
> Mix of top-down capacity building to strengthen an enabling environment along with bottom-up project implementation reflecting local level response to Climate Change and DRM.
>
> **No-regrets** approach. Maximising shared benefits also facilitates integration; for example, looking for opportunities to climate-proof existing or proposed activities rather than set up separate stand alone projects and initiatives.

*3. **Addressing Capacity Constraints.*** Having sufficient knowledge, skills and resources available to be able to work efficiently and effectively enables a high level of **coordination and integration**. Addressing poor coordination also addresses poor communication.

Having access to reliable and long term natural resource data is key to ensuring knowledgeable decision making and is a critical aspect of establishing an **enabling environment**. When bringing together the interests of socio-economic development, humanitarian assistance, climate change and disaster risk reduction, there is a need to convey weather and climate change information so that it can inform everyday decision making of ordinary people.

Information gathered through the literature and interviews[4] also shows that the integrated approaches taken to national administration of Climate Change is varied with best practice approaches also varied in their design. The following table summarises the approaches as an illustration of the range of structures in place.

Summary of Institutional Arrangements		
Country	**Government Agency**	**Responsibility/Climate Change priority**

[4] Hay, 2009; OECD, 2009; de Romilly, 2011

Jamaica	National Environment and Planning Authority (NEPA) Separate agency	Integrating climate change into ***physical planning*** is the country's priority concern. Established for Disaster management
Nepal	National Planning Commission (NPC) Climate Change Unit within the Ministry of Environment (MoE) Alternate Energy Promotion Council (AEPC) within MoE. a separate agency.	Responsibility for integrating climate change ***financial planning as well as national development and sectoral planning***, Responsible for ***integrating climate change risk management*** into the physical planning process, into the environmental impact assessment process, and coordinated educational and awareness on climate change generally. Promoting energy conservation and climate change mitigation measures Disaster management
Tonga	National Emergency Management Office Ministry of Environment and Climate Change	Has developed a joint Climate Change & DRM NAP which includes adaptation and mitigation As a result new institutional arrangements were put in place which included a Taskforce for DRM and CCA and a national environment coordinating committee both reporting to a Climate Change & DRM Cabinet sub-committee
Samoa	Ministry of Natural Resources and Environment is the ministry responsible for developing the key policy documents that guide Climate Change programmes. Ministry of Finance NCCCT	This includes NAPA and National Policy Statement on Climate Change. MNRE is secretariat to the NCCCT. Functions as national implementing entity for the Adaptation Fund and Clean Development Mechanism. Provides direct coordination of Climate Change activities.
FSM	Office of Environment and Emergency Management	Oversees a Joint DRM & CCA plan and a nationwide climate change policy 2009 that identifies that the first step for implementing the policy is to integrate climate change into other policies, strategies and action plan, including disaster preparedness and mitigation .
Vanuatu	Ministry of Internal Affairs that support DRR and DRM Taskforce Climate change Unit in the Dept of Meteorological Services secretariat to National Advisory Committee of Climate Change	Responsible for national climate change policy and implementation strategy. Separate DRM NAP and Climate Change NAPA There is a plan for the NACCC to establish a group of experts to carry out research on environmental issues including Climate Change and report to the NACCC
PNG	Recently the Prime Minister of announced establishment of the Office of Climate Change and Development, replacing the Office of Climate Change and Environmental Sustainability.	A high priority for this institution will be to develop Monitoring, Reporting and Verification system, fund disbursement mechanism and benefit-sharing models that ensure benefits accrue equitably to resource owners.
Cayman Islands and Anguilla,	*National Climate Change Council* (chaired by Prime Minister who is also the Minister for Finance). The Climate Change Unit in the	Includes representation from all government ministries, Members of the Opposition, civil society, the private sector, academia, the National Youth Assembly, non-governmental organisations, Statutory Authorities, and Utilities.

	Ministry for Environment provides administrative support to the Council.	The *National Climate Change Council* shall establish Technical Subcommittees to support and assist the work of the Council. The Council is responsible for establishing a *Climate Change Trust Fund* to fund the effective implementation of the country's climate change (adaptation and mitigation) programs. This Fund shall be established by law, and administered by a Board of Trustees which shall be tasked to: (a) **mobilize funds** from a variety of sources including carbon trading, carbon offsets, inventive programs, carbon levies, etc; and (b) **manage the funds** to ensure that the resources of the *Climate Change Trust Fund* are efficiently utilised to support the timely, effective and coordinated implementation of the country's climate change programs.

Within the Pacific, Tonga is considered to be well ahead in terms of DRM and CCA integration as it has gone a step further to include mitigation of greenhouse gas emission in the approach. Tonga has developed a joint national action plan that covers Climate Change (adaptation and mitigation) and DRM. This has occurred without any substantive institutional changes. This innovation has been ahead by the support of a joint approach by the operational and political leaders.

FSM by contrast has undertaken Climate Change/DRM integration through its office of Environment and Emergency Management with responsibility for DRM and Climate Change policies and work programmes.

As a Small Island Developing State (SIDS), The Cook Islands shares similar issues and constraints with our Caribbean counterparts. Similar approaches are also taken with National Country teams established and integration of DRM and Climate Change planning.

In proposing an approach to suit our Cooks Islands context, we find that the agreed design needs to take account of the success factors and that there is no satisfactory "one size fits all" approach.

PRESENT SYSTEMS PERFORMANCE

This section analyses the current administrative system in place. We consider the legislative and policy functions as well as the implementation functions by outlining the mandates in place for a range of stakeholders within the existing institutional arrangements.

Climate Change Related Legislation

The legal prerequisites that formalize Climate Change functional arrangements have been identified in a previous study carried out in 2006.

In relation to Climate Change, the 2006 ADBTA Volume 1 states:

> "*The implementation of the United Nations Framework Convention on Climate Change requires that appropriate legal, policy and institutional structures be established at the national level to address both the 'mitigation' and 'adaptation' elements of the Convention. To implement and give effect to 'adaptation' requirements of the United Nations Framework Convention on Climate Change, the Government of the Cook Islands needs to give urgent consideration to the formulation, approval and implementation of Climate Change Adaptation Policy and Action Plan. However, it is recommended that as an urgent priority, consideration be given to the integration of climate change considerations in all development activities. An assessment of climate change impacts should be a formal part of all*

development planning processes, and appropriate changes should be made in the relevant legal and institutional structures to facilitate such considerations (p.88).

The Review also makes various recommendations for legislation to be enacted in order to give effect to the '**mitigation**' elements of the UNFCCC and the Kyoto Protocol. The full list of recommendations pertaining to Climate Change is contained in Appendix C which identifies a number of other international and regional environmental conventions, treaties and agreements that are related to Climate Change.
Some of the recommendations in these documents have been either implemented or overtaken by events. For instance, the numerous recommendations relating to disaster risk reduction and management have been covered under the DRM Act and the resulting establishment and development of EMCI and its functional relationships. Other recommendations have been covered by the Bio-security Act.

We therefore conclude that it would be necessary to update and review these volumes especially given the need to integrate Climate Change considerations into all other aspects of the environment framework including resource management and conservation; waste management and reduction; infrastructure development and the related environmental impact assessment process; capacity building, education and communications.

In relation to the energy sector, The Energy Act 1998 addresses issues of safety standards and licensing. The Cook Islands Energy Regulations of 2006 were produced and adopted as required under the Energy Act 1998. The regulations govern the licensing, technical and safety requirements for power generation, distribution and consumer premise wiring, including the qualifications and technical skill requirements for the registration and licensing of various grades of electrical workers.

Discussions identified that the existing legislation take a narrow perspective of the sector. Updating to provide for the future direction of the sector is required. This includes the need for an institutional overhaul of existing arrangements to govern and administrate renewable energy, energy efficiency and conservation.

Climate Change Related Policies

The 2020 national vision for sustainable development in the Cook Islands in the Te Kaveinga Nui is: *"to enjoy the highest quality of life consistent with the aspirations of our people, and in harmony with our culture and environment."*
This vision is underpinned by a primary objective which is: *"to build a sustainable future that meets economic and social needs without compromising prudent economic management, environmental integrity, social stability and the needs of future generations."*

In addition, of the eight national development goals in the 2007-10 National Sustainable Development Plan (NSDP), three are directly relevant to Climate Change as follows:

- Goal 4 - *sustainable use and management of natural resources and environment*
- Goal 5 - *strengthened and affordable basic infrastructure, transport and utilities to support national development*
- Goal 6 - *a safe, secure, and resilient community.*

The National Environment Strategic Action Framework 2005-10 also included four national goals that, combined with the national vision statement and the NSDP, espoused a holistic approach by government in creating cooperation between government agencies, non-government organizations,

communities and the private sector in implementing and managing priority environment issues (SPREP, 2006).

In reviewing a range of documents we can confirm that there is currently no national policy[5] for climate change.

Since the late 1990s, a number of feasibility studies and assessments funded through bilateral and multilateral development sources on infrastructure, Climate Change (adaptation and mitigation), disaster risk management, national development planning, and environmental services have been undertaken. Each has contributed to international, regional, national and local understanding of impacts to climate change, increasing resilience through adaptation, and how socio-economic activities can be prioritised in light of Climate Change issues. However, there has been limited application of adaptation measures on the ground. Particularly in the outer islands, there has been no work on adaptation in coastal areas; the focus has been on cyclone recovery and reconstruction and disaster management rather than preparedness or climate change adaptation (SPREP, 2006).

The Cook Islands Second National Communications (2010 draft) to the UNFCCC notes, amongst other things, that participating stakeholders have identified outstanding gaps and constraints since the preparation of the INC in 1998 as follows:

- Comprehensive Vulnerability and Adaptation studies completed for all Islands, which will improve understanding of island vulnerability and current and future resilience, as well as provide a basis for education and awareness of the fragility of island systems.
- Capacity building around the implementation of renewable energy technologies, which will enhance the longer term operations of partially substituted energy systems over current imported fossil fuels and diesel powered energy. This will enable longer term, lower cost operation of applicable imported energy systems.
- National body to oversee Climate Change issues, where coordinated and wider networks of government and non-government stakeholders are involved in climate policy development and project design and implementation. A national body exists but requires seamless integration into all parts of Government's planning and activities.

Energy

The Cook Islands National Energy Policy 2003 incorporates the government's vision for the development of the Cook Islands national energy sector and provides the framework within which the Energy Division and others can plan. The Policy framework gives effect to sustainable development principles and espouses the significant contribution that energy efficiency and renewable energy will make to the economy, the environment and social development of the country. It was envisaged that the policy would provide the pathway for transforming the planning and management of the country's energy systems.

The ultimate goal of the Cook Islands Sustainable Energy Action Plan (SEAP) adopted by the government in 2009 is energy self-sufficiency via a number of measures including taking full advantage of the country's ability to generate national revenues with carbon credits, building local expertise in the construction and management of the principal energy systems, localization of primary physical components, and adopting renewable energy measures that make economic sense. Given the six years taken to develop the plan, the initial enthusiasm for a comprehensive and planned focus on the development of the sector generated by the adoption of the Policy may have waned. This is reinforced by the fact that the staffing of the Energy Division in government was reduced from six (including three officers focused on renewable energy) to two by 2007 and has

[5] P.25 (2010) draft Cook Islands Second National Communication for Climate Change.

since remained at that level. However, it should be noted that 2000 – 2005 was a period with several changes in the composition of the government of the day. Such changes inevitably impacted on the sustainability of significant initiatives across government in all sectors including energy. Hence, the fact that the SEAP was produced within two years of the first stable government remaining in office for that length of time in the new millennium indicates a level of recognition for the significant role that energy plays in the economic and social well being of the country. In addition, the restriction of staff numbers in the Energy Division to two may be a reflection of the absence of a cohesive and planned approach to developments in the public service as a whole – especially in the first half of the last decade. With the enactment of the new Public Service Act 2009, government has begun a holistic approach to addressing that issue.

The manifesto of the new government following the November 2010 general elections in the Cook Islands includes a strong emphasis on maximizing the use of renewable energy especially in the Northern Group islands. In fact, a recent announcement by the Government clarified that it aims for renewable energy initiatives to take up fifty per cent of the electricity requirements of the nation by the end of its first term in office (i.e. towards the end of 2014) and for 100 per cent renewable energy coverage by 2020. We can therefore conclude that there will be a significant focus by government on galvanizing the energy sector as a whole into action in the immediate future. Towards this end, the government has already decided that the Cook Islands' allocation of a Japanese Government regional aid fund targeting renewable energy applications in Pacific Forum Island countries will be utilized to provide solar energy in a hybrid electrical system for the islands of Pukapuka and Rakahanga.

Overall, there is some agreement that, while in need of review, the existing 2003 energy policy is sufficient to address issues relating to Climate Change. Two objectives of the SEAP 2009 are linked to objectives of the energy policy. There is a second part to the SEAP document that is yet to be developed and that delay is costing the 15 initiatives highlighted in the document. Some of the initiatives may have to be deleted because they are no longer applicable. For this we conclude that link between policy directives and the implementation of initiatives needs further alignment in order to build momentum, focus and certainly.

Disaster Risk Management

In the aftermath of the devastation and loss of lives in Manihiki wreaked by Cyclone Martin in 1997, purpose built cyclone shelters were planned to be built on Manihiki and other Northern Group islands. The dependence on external funds for the construction of these shelters has meant that progress in implementing has been slow with only the Manihiki shelter completed and one for Pukapuka being in the process of being completed. Nevertheless, this shift in direction marked a significant change in the approach to preparedness for cyclones in these islands where church and community halls and schools had been the usual designated cyclone shelters. It also signaled what could be described as the commencement of Climate Change adaptation activities in the Cook Islands.

In more recent years, adaptation activities have begun to focus on disaster risk management (DRM) in response to the increasing intensity, frequency and visible impacts of cyclones. The five cyclones in 2005 that caused an estimated $20 million in damages prompted a review of the preparedness, response and recovery focused disaster management approach that had been established since Cyclone Martin. As noted in the Cook Islands National Action Plan for Disaster Risk Management (2009-2015) the outcomes of the review included:

- A policy shift to a more holistic, all-hazard, all-of-government approach.

Cyclone Pat's recent devastation of Aitutaki with damages amounting to approximately $15 million in February 2010 served to reinforce the need for a change towards a DRM approach including a strong emphasis on Disaster Risk Reduction (DRR).

- The establishment of Emergency Management Cook Islands (EMCI) to be the key coordination agency as part of the OPM.
- The development and passing of the Disaster Risk Management Act 2007 and a new Disaster Risk Management Plan.
- The preparation of a Preventative Infrastructure Master Plan which identifies and prioritizes infrastructure needs for the next 20 years, and enhances resilience by minimizing the harmful effects of future disasters on the built environment.

Other related developments include the development and adoption of a National Health Pandemics Response Plan and the enactment of a comprehensive Bio-security Act.

Until recently, national planning for Climate Change and DRM were developing along related but separate courses with NES driving the Climate Change process and EMCI driving the DRM. Given the close relationship between Disaster Risk Reduction and Climate Change Adaptation, it was agreed in July 2010 that, rather than develop a separate National Adaptation Plan of Action (NAPA), government should integrate Climate Change Adaptation into an amended DRM NAP, thus creating one 'joint' national action plan for both 'sectors'. With SOPAC and SPREP support the process of developing a joint national action plan (JNAP) is currently in progress. Consideration is also being given to including Climate Change mitigation measures in the plan.

It can be concluded that, at least in relation to DRM, the policy and legislative framework is robust. What is less certain is the commitment of government to providing the appropriate resources to implement the planned interventions.

Overall, the global climate change process, including its causes and impacts, is well documented. The risks to the Cook Islands as a whole from climate change are also well documented, especially in the case of Rarotonga. Studies to determine the risks specific to each of our Outer Islands are continuing. Collectively, this kind of evidence and existing policy work provide sufficient basis from which to develop and consolidate a national climate change policy framework.

Key Policy Issues

The key policy issues that the Climate Change institutional arrangements aim to address have been identified and include:

- The continuing dependence on external funds and other support for Climate Change projects/programmes through combined external/budget support – give shape and direction to the nature and type of engagement in external and internal partnerships
- Fragmentation by giving momentum to development of an enabling environment for climate change integration(mainstreaming)
- Competing priorities between mitigation and adaptation initiatives by setting parameters and priorities such as focus less on reduction on GHG emissions and more on coastal protection and waste management or focus less on alternative energy and more or climate proofing infrastructure.
- Donor driven priorities - by developing policy and direction to guide development partner engagement informed by aid effectiveness principles, divisions of labour and comparative advantage of development partners.
- The integration and competition for resources with development priorities and other environmental issues such as biodiversity, POPs and land degradation

- The lack of centralised and accessible data and information on issues, strategies and sources of assistance to address risk and impact by leading the development and implementation of national climate and disaster risk policies and strategies which includes:
    - energy policy – renewable energies and energy efficiency
    - coordinate implementation priorities and efforts across and within sectors
- The incomplete risk and vulnerability assessments and evidence available - progress by consolidating assessment and research effort through a central database
- The limited vertical and horizontal communication channels – extend through targeting policy entry points.

In addition, development of a Climate Change policy should consider the following:

- A policy position on mitigation given the primary focus of SIDS on adaptation in the international arena
- The extent to which the JNAP CCA/DRM approach will include energy and mitigation response
- The need to recognise that Climate Change is a significant economic and environmental cross cutting issue that needs to be an integral part of the NSDP and any sector policies and plans the government will put into place in the future
- Taking on board risk-based and no-regrets approach and long term timeframe of Climate Change impacts.

Gender and Climate Change

While gender is not mainstreamed into national development policy, gender considerations also play an important role in the successful integration of Climate Change into national development priorities. For example, the 2003 Energy policy gives recognition to linking initiatives to national gender policy strategies as a means to identifying any gender gaps and address and reduce these wherever possible. Understanding and addressing Climate Change impacts that are experienced differently for men and women is also a consideration. Overall, the equal participation of both men and women in implementing Climate Change policies and initiatives are seen as a way to help ensure the long-term sustainability of adaptation and mitigation measures. This remains a matter for Climate Change policy development The Gender Division of INTAFF along with the National Council of Women (CINCW) is currently engaged in reviewing the National Gender policy. This includes the addition of Gender and Climate change considerations. The integration of these two cross-cutting issues will also need to be included in the development of the Climate Change policy.

Climate Change Activities

The global Climate Change process, including its causes and impact, is well documented. The risks to the Cook Islands as a whole from Climate Change are also well documented especially in the case of Rarotonga. Studies to determine the risks specific to each of our Outer Islands have been undertaken for some with others planned to be implemented.

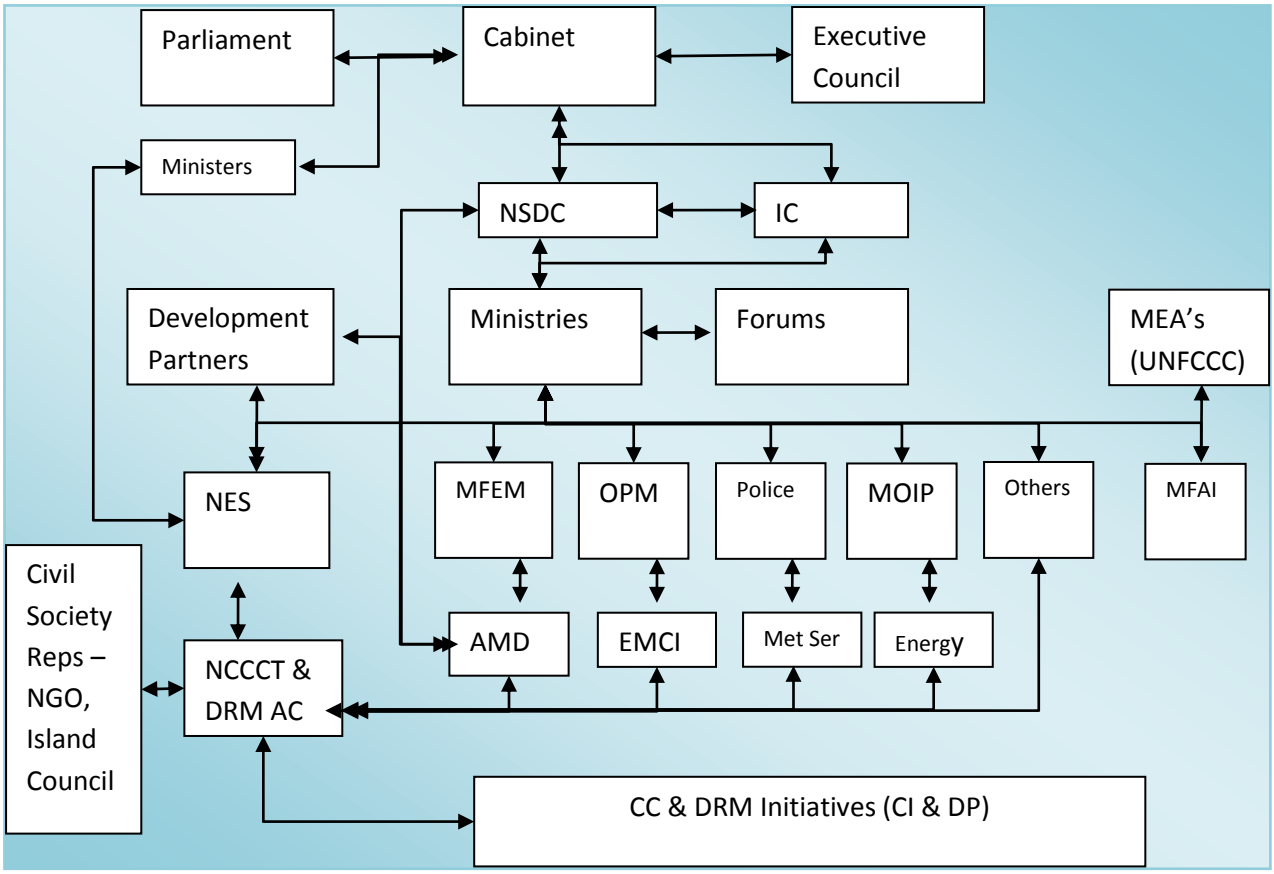
A number of Climate Change programmes, projects and studies have been carried out in the Cook Islands since the UNFCCC came into force in 1993. These include the GEF funded Pacific Islands Climate Change Assistance Programme (PICCAP) implemented by the Secretariat of the Pacific Regional Environment Programme (SPREP) in 10 countries, including the Cook Islands. This fund provides support in producing our Initial National Communications under the UNFCCC. The ADB funded Climate Change Adaptation Programme for the Pacific (CLIMAP) provided support in mainstreaming climate proofing into national development planning. A list of such projects and studies is in Appendix C.

It is apparent from the foregoing list that the focus in the earlier years from the late 1990s has been on building the technical capacity of Cook Islanders to understand and to address Climate Change

issues. In more recent years there has been a gradual move towards implementing activities that begin to address such issues. It is, therefore, necessary for government to ensure that the enabling environment is in place through creating the appropriate policy and legislative frameworks as part of implementing climate change activities nationwide.

The Current Institutional Arrangement

In the Cook Islands there are a number of organisations and groups involved in climate change related activities. This includes decision making, policy development, coordination, research, implementation, monitoring, reporting at national, sectoral and local levels across all island groups.



The diagram above shows that, as the agency responsible for implementing the Environment Act 2005, the National Environment Service has been regarded as the agency that has the leading role for all environment related activities within government, including climate change. It is the technical focal point for the United Nations Framework Convention on Climate Change with the Ministry of Foreign Affairs and Immigration (MFAI) as the political focal point.

National Governance Mechanism

As indicated by the diagram, in our current Climate Change institutional arrangements, the National Climate Change Country Team and the Disaster Risk Management Advisory Committee exist as two separate arrangements, both comprising stakeholders from Government and Civil Society (e.g., Chamber of Commerce, CI Red Cross, NGOs, individuals, Koutu Nui etc).

Provisions for the Disaster Risk Management Advisory Committee are legislated under the 2007 Disaster Risk Management Act as a sub-committee of the Disaster Risk Management Council. The National Climate Change Country Team is not. Originally set up to coordinate reporting to the UNFCCC, the country team mechanism has come to be seen as an important feature of our Climate Change landscape primarily in its information sharing function. Links to national development

planning are not clearly defined but can be tracked through the National Environment Strategic Action Framework objective three to NSDP goal four. In the absence of any national Climate Change legislation and policy the parameters and links of the National Climate Change Country Team remain unclear. Its representatives are Rarotonga-based and it has served as a consultative body on matters pertaining to Climate Change. It is a well established medium for sharing information with strong use of an email network. Meetings provide an opportunity for NES to share information on NES-led Climate Change-related activities and to invite input and comment to policy or implementation initiatives from stakeholders. Its inclusion of outer islands representation and outreach is limited.

NCCCT and DRM AC links to national development planning and implementation through the NSDC and Infrastructure Committee (IC) are not clearly defined. However, ministry representatives link back through their respective ministries into national planning processes led by the CPPO.

Inclusion of local communities on Rarotonga and each outer island through these mechanisms is not obvious. Membership is made up primarily of government and organisations based in Rarotonga who, through their outreach, connect and advocate for communities and the outer islands but may not necessarily represent outer island and Rarotonga community interests.

The NES is the secretariat to the NCCCT as Emergency Management Cook Islands is to the Disaster Risk Management Advisory Committee. Like other government agencies NES links up with whichever internal or external agency might be involved with a particular programme, as in the case of Climate Change-related activities. However, there is no obligation (beyond common sense) for other agencies to consult with NES on any matters that relate to Climate Change. Government agencies have their own channel to Cabinet through their respective ministers and in rare instances, this happens without consultation with NES.

Ministerial Portfolios

Since the change of government following the November 2010 election, the subsequent appointment of six cabinet ministers and the distribution of portfolios has been confirmed. Among other portfolios, the Prime Minster holds Environment, Police, and Disaster Risk Management as well as the newly created Renewable Energy portfolio. This may include establishing a renewable energy unit closer to the OPM. The Deputy Prime Minister holds the portfolio for Natural Resources which include establishing a Natural Minerals Commission under the DPM's office. The DPM also takes an interest in Climate Change. The Climate Change portfolio is yet to be formalized including its links to other portfolios. However, that these portfolios are held by the two most senior cabinet positions is a positive indication of the level of political interest and leadership being accorded to environmental and Climate Change-related matters.

Climate Change Related Agencies

Key agencies involved in the Climate Change agenda are listed below. An analysis of business plans, reports and interviews provides an overview of the range of organisations and their respective areas of focus and influence.

Government Ministries

The role and functions of ministries and agencies of government are varied with some responsible for central - executive functions such as the OPM, the OPSC and MFEM. Others take sectoral leadership roles as part of their line ministry responsibilities such as the MOIP for Infrastructure and Outer Islands, MOH for the Health sector, MOE for the Education sector and MMR for the marine sector.

National Environment Service (NES)

NES does not have a specific mandate for Climate Change as Climate Change is not referred to in the Environment Act 2003. NES has, nevertheless, taken the lead in Climate Change-related activities as the operational focal point for the UNFCCC. Representation at international meetings of the UNFCCC are led by MFAI. NES also serves as the Global Environment Fund's (GEF) operational focal point.

NES's business plan calls for the development of a Climate Change policy. NES's Deputy Director and the Manager of Island Futures Programme are considered to be amongst the top negotiators for the Association of Small Island States (AOSIS) in UNFCCC-related fora. Both are contributors to the IPCC. All major Climate Change-focused projects and programmes were negotiated and implemented by and through NES. To all intents and purposes, NES serves and is looked upon as the focal point within government for Climate Change activities in the Cook Islands.

Office of the Prime Minister (OPM)

The Prime Minister is the Chair of the National Disaster Risk Management Council (NDRMC) under the DRM Act 2007. The Central Policy and Planning Office (CPPO) of the OPM is the primary architect of the '*Te Kaveinga Nui',* which is the 2020 vision for the nation, as well as the NSDP (2007-10) which provides the overall direction for the country's development. The CPPO has been leading a comprehensive review of the NSDP that will culminate in an updated NSDP for the period 2011 to 2015. Through its business plan, the OPM notes that *'*the economy of the Cook Islands is heavily dependent on its natural environment and ecosystem …Sea level rise is a major concern for atolls which are impacting on resources and the wellbeing of the people of those islands. Climate change needs to be integrated into national planning and policies.'[6] While there is no designated staff within CPPO, the CPPO Director has been involved as a well-regarded member of Cook Islands delegations in Climate Change-related regional and international fora.

Emergency Management Cook Islands (EMCI)

EMCI is a division within the OPM with two staff – the Director and an Education and Information Officer – who administer the Emergency Management Act 2006. They have worked closely with the NES and other stakeholders in developing and implementing the National Action Plan for Disaster Risk Management which provides the roadmap of how the Cook Islands will go about implementing the strategy of establishing a coordinated and effective national disaster risk reduction and disaster management system for all hazards[7].

Initiatives include a joint project with the Ministry of Education (MOE) for the integration of DRM into the school curricula with technical inputs from the South Pacific Applied Geosciences Commission (SOPAC). Another significant development is the formulation of a joint National Action Plan for DRM and Climate Change Adaptation (CCA) with the NES with SOPAC technical support. In addition, a Frontline Emergency Response Network (FERN) is under development. Efforts over the last two years to secure funding for additional staff have been unsuccessful.

Ministry of Foreign Affairs and Immigration (MFAI)

The Ministry's vision is to protect and advance the interests of the Cook Islands through targeted engagement and coordinated interventions in bilateral and multilateral for a, as well as a national immigration policy and legislation that positively influences and improves quality of life in the Cook Islands. Amongst its key objectives, the Ministry will manage, sustain and develop the Cook Islands' political, economic and socio-cultural relationship with New Zealand as well as regional partners and

[6] The 'Operating Environment' section of the OPM's 2010-11 Business Plan
[7] P. 5., 2009 – 2015 National Action Plan Disaster Risk Management.

countries beyond the Pacific; and develop and manage the Cook Islands' membership of international organisations including its obligations under treaties to which it is party.

Accordingly, MFAI is the political focal point for the UNFCCC; as such, it is responsible for receiving and disseminating official communications from the UNFCCC on all climate-related notifications. As the official channel of communication for government, MFAI provides oversight of government's relations with regional and international partners; it also plays an advocacy role by ensuring that national priorities are reflected in regional and international initiatives. Ministry staff also participates in Climate Change negotiations.

Ministry of Finance and Economic Management (MFEM)

MFEM is the key fiscal and economic advisor to government. MFEM's vision is to be a competent and professional organization, inspiring public trust in managing public finances in pursuit of our national development aspirations.

The Financial Secretary is a member of the DRMC. The Acting Financial Secretary has had some involvement in Climate Change fora internationally and is well informed about the potential impacts of Climate Change on the economy. Within MFEM an officer is being groomed to become the designated Climate Change focal point for the ministry related to Climate Change financing. Through its mandate for providing responsible economic and financial advice, including the annual budgets for the whole of government and its oversight role for external funding for government activities, MFEM is well-placed to be a key player in mainstreaming Climate Change considerations across government.

Aid Management Division (AMD)

As a division of MFEM, the AMD's objective is to provide effective and efficient administration of donor assistance through:

- Providing an intermediary role between development partners and government agencies, assisting with proposal development, and monitoring and evaluation of progress.
- Providing a mechanism for financial transaction from donor to project or program implementation, and
- Capturing the expenditure of aid funds.

AMD's Director is a member of the National Sustainable Development Commission (NSDC) and has been involved in Climate Change-related conferences internationally. AMD can, therefore, play a significant role in mainstreaming Climate Change considerations across government.

Office of the Public Service Commissioner (OPSC)

The Public Service Commissioner is the key adviser to government on public service matters. Amongst the Commissioner's functions – as stipulated under section 6 (a) of the Public Service Act 2009 – is the mandate to review the machinery of government, including the allocation of functions to and between departments; the desirability of, or need for, the creation of new departments and the amalgamation or abolition of existing departments; the co-ordination of the activities of departments; and the issuing of instructions relating to the implementation of policies to ensure uniformity and cohesion in the Public Service.

These functions serve to emphasis the primary role that the OPSC has in the implementation of a coordination mechanism for the crosscutting issue of Climate Change and the mainstreaming of Climate Change policies across government.

Ministry of Education (MOE)

Part of the Ministry's vision is that it provides a dynamic and professional environment which promotes and support lifelong learning through the provision of quality services. This supports the sector and its Education Master Plan 2008 – 2017 vision to "build the skills, knowledge, attitudes and values of Cook Islanders to put their capabilities to best use in all areas of their lives."

The MOE is working together with EMCI and SOPAC to integrate DRM in the school syllabus. The MOE also works with the CIRC and its Climate Change programme in schools and has successfully implemented the UNESCO Sandwatch programme as part of the Science Curriculum incorporating the wider school community and utilizing traditional knowledge.
This provides a good example of collaboration within a sector and that positive partnerships are in place to address Climate Change Impacts.

Ministry of Marine Resources (MMR)

MMR has a vision of working in partnership with communities, businesses and other agencies so that, throughout the nation, the people of the Cook Islands are receiving maximum long-term benefits from the sustainable development and utilisation of marine resources. The Ministry administers the Ministry of Marine Resources Act 1984 and the Marine Resources Act 2005 with the latter providing for the conservation, management and development of marine resources and related matters. MMR describes the country's marine resources as being 'under increasing pressure' and lists both 'the need to conserve the resource' and 'climate change' as being among the five causes for such pressure.

The Ministry is well aware of the need for conservation of the nation's marine resources as a means of assuring food security and livelihoods; Climate Change considerations are taken into account as part of MMR's support for pearl production and the development of lagoon management plans.

Ministry of Agriculture (MOA)

The Ministry's vision is for the Cook Islands to be autonomous in food and livestock production, and to be protective and vigilant about threats from plant and animal pests and diseases.

The Ministry's 'Operating Environment' statement in its business plan reads in part as follows: "Climate Environment: The realities of climate change will invariably impact upon the production of food security and livestock. Extreme weather patterns of drought, cyclonic and heat stresses place harsh conditions upon production. The alternative is for the adoption of natural science to farming practice through 'biological agriculture' to build the resilience of horticulture." This indicates the Ministry's awareness of the need to consider Climate Change as a key factor in its plans for agricultural development and food security.

Ministry of Infrastructure and Planning (MOIP)

The Ministry's overall objective is to improve the quality of infrastructure development in the Cook Islands by strengthening regulatory and monitoring functions of the Ministry; and to provide affordable, efficient, effective and sustainable infrastructure (including water supply, waste management, roads and drainage for Rarotonga). It also provides support to the Island Councils (local governments) of the Outer Islands and an energy division which includes renewable energy. The energy division is expanded on later in this document. In addition, the Ministry is responsible for the monitoring of land mapping and custodianship of land information as well as the building control service.

The Secretary of MOIP is a member of the DRMC. Except for telecommunications, the Rarotonga electric power supply, and the Rarotonga and Aitutaki port and airports, MOIP is responsible for the maintenance and development of all other physical infrastructure. Except for Aitutaki, MOIP works jointly with the Island Councils in all other Outer Islands in the development of their airports, ports and landings. Climate Change is becoming a key consideration in the Ministry's infrastructure development plans and it is the Ministry's intention to incorporate climate change considerations in the design stage of its infrastructure development plans.

MOIP is the National Focal Point and Repository of the GEF-UNDP-SPREP Pacific Adaptation to Climate Change (PACC) Project and the GEF-UNDP-UNEP-SOPAC Integrated Water Resources Management (IWRM) Project. PACC is the first major demonstration project on adaptation in the region with the development of Mangaia Harbour chosen for that purpose in the Cook Islands. The main goal of this project is to enhance the capacity of the Cook Islands to adapt to Climate Change, including variability, in selected key development sectors. The main objective is to "increase the resilience of coastal zones and its associated infrastructure". The project is almost complete with the adaptation lessons learnt to be extended to other major infrastructure projects. Lessons learnt in similar development projects in other Pacific island countries through PACC will also be drawn on for this purpose.

The five-year IWRM Project aims to improve groundwater, freshwater and lagoon water quality using an integrated water resource management framework for Rarotonga. A secondary aim is to gain information on the availability of groundwater for drought relief.

MOIP is poised to mainstream Climate Change considerations in all its infrastructure activities through its practical experiences in implementing PACC and the IWRM projects with external support. Its role as the building standards controller provides the opportunity for the Ministry to update the national building code informed by its experiences in the recovery process in Aitutaki in Cyclone Pat's destructive wake in February 2010.

Energy Division, MOIP

This Division has two Staff - the Director and Senior Inspector – and has two outputs: Effective, efficient sustainable renewable energy system, and maintenance and enhancment of the electrical standards in the electrical industry. The implementation of an Energy Policy that was approved in 2003 has been stymied with no funds allocated for that purpose from either internal or external sources. The Sustainable Energy Action Plan that was approved in 2009 has also not had any funding allocated until recently. Part two of the plan with detailed priorities is yet to be developed. Scoping is under way for the supply of a hybrid solar and diesel power electrical system in Rakahanga as well as a solar power system for Pukapuka through external funding.

Efforts to secure budget funds for specialist staff on renewable energy have been unsuccessful. The Division's responsibility for renewable energy places it at the forefront of any drive for Climate Change mitigation activities across the country.

Cook Islands Police

The Police Commissioner is a member of the Disaster Risk Management Council (DRMC) and of its Advisory Committee as well as being, under the DRM Act 2007,the National Controller in emergency situations. The Meteorological Service is part of the Police structure but, apart from actual climate related emergencies, there is very little interaction between the Met Service and the other divisions within the Ministry. Nevertheless, the Commissioner's key role in DRM presents the opportunity for him to be a prominent advocate for Climate Change adaptation as a means of disaster risk reduction (DRR). For its internal operations, the Ministry is seeking funding to utilize renewable energy to augment its power supply.

Meteorological Service (Met Service)

As part of the National Police Service, the Met Service has a vision to deliver quality weather information to the community. The Service's core responsibilities include: monitoring meteorological systems; developing predictive capability of adverse weather conditions and imminent emergencies; communicating any predictions to communities; ensuring that systems are in place for early warning and ability to respond to natural disasters and emergencies.

The Service has twelve (12) staff including the Director and Deputy Director and a Climate Officer. The Director has been the Chair of NCCCT since 2005. The Service contributes to the science of climate change through the weather information it gathers and its international partnerships. It also oversees and maintains the sea level rise monitoring equipment linked to the National Tidal Facility of Australia based in Adelaide. The Director is a contributor to the IPCC as a co-author for Chapter 9 on extreme weather events.

Ministry of Internal Affairs (INTAFF)

The Ministry's vision is: "Empowered families, supportive communities, in harmony with our culture." It has a wide-ranging brief to support the well-being of the Cook Islands through activities involving welfare and social services, labour and consumer regulation, community support and film censorship. The Ministry's focus on people in need, promoting the rights of the disadvantaged, gender equity, workers' and employers' rights, consumer protection and close links with community organizations and NGOs, means that it is well placed to promote Climate Change considerations to the community.

Ministry of Health (MOH)

The Ministry envisages 'all Cook Islanders living healthier lives and achieving their aspirations' through the provision of accessible and affordable health care of the highest quality, by and for all in order to improve the health status of the people of the Cook Islands. Amongst the Ministry's fourteen strategic objectives, two are directly relevant to Climate Change:

- To reduce the impact of communicable diseases with an emphasis on Sexually Transmitted Infections (STI's), HIV/AIDS, vector borne diseases and the emergence of new infectious diseases.
- To improve environmental health focusing on food and water safety, clean air, improved sanitation, and waste management.

Under the Ministry of Health Act 1995-96, the principal functions of the Ministry include a requirement to assist the people in protecting themselves from infectious agents, injurious substances and practices likely to have a damaging effect on health. The Ministry also administers the Public Health Act 2004, Public Health (Sewage) Regulations 2008 and the Food Regulations 2008.

Part of the Ministry's operating environment statement in its Business Plan for the current financial year notes that the health of a population relies on a healthy environment with access to safe and sustainable water, air, and land resources. Inadequate sanitation and waste management facilities places stress on the environment and eventually leads to the transmission of communicable diseases among the population e.g. Typhoid fever. Increased tourism throughput also places stress on the environment with the increased generation of waste. In addition, poor infrastructure affects quality water supply which can increase diseases such as gastroenteritis and skin sepsis. The Ministry makes no direct reference to the changing weather patterns or Climate Change being a contributing factor to the occurrence of mosquito borne diseases such as Dengue fever.

However, with the support of the World Health Organisation (WHO), by December 2010 the Ministry had developed a draft Climate Change and Health Adaptation Plan for the Cook Islands. The draft recommends that the plan be incorporated in the DRM NAP and NAPA. This is a significant development that signals the integration of climate considerations into the Ministry's strategic objectives and plan through to its annual business plans in addition to the proposed integration into the NAP NAPA.

Overall

We note that neither NES nor Cook Islands Police are 'ministries' since the legislation that established them requires that they report directly to their respective ministers without any reference to the OPSC.

With the involvement of key government personnel in central government agencies such as the OPM and MFEM in recent years and the increasing awareness of the actual and potential effects of Climate Change on all sectors of society, there has been a noticeable increase in the number of government agencies that are advocating and/or recognizing Climate Change as a key economic issue facing the country. There are clear signs too of government agencies working more closely together. At the same time, there are also clear signals of weak coordination and leadership even within individual ministries. The move by the MFEM to designate one of its officers in a key role as the focal point for Climate Change within the Ministry is an initiative that other Ministries such as MOIP, Education, Health and Internal Affairs could do well to emulate. The consultancy itself has helped to raise Climate Change awareness amongst ministries that may not have seriously considered the relevance of Climate Change to their own mandates.

The statement in the OPM's business plan that "climate change needs to be integrated into national planning and policies" paves the way for mainstreaming Climate Change into the leading planning framework of government. At the other end of the spectrum is the need for government to consider appropriating some funds from its budget as seed or core funds for assuring the sustainability, further strengthening and accelerating the current pace of application of adaptation activities in particular. In this connection, it should be borne in mind that, currently, no single government employee has been designated to deal solely with Climate Change in any government ministry nor has there been any specific budgetary appropriation for any Climate Change activity at all.

State Owned Enterprises

Cook Islands Investment Corporation (CIIC)

CIIC's vision is "The efficient, profitable and professional management of Crown assets and Statutory Corporations". Its outputs include the repairs and maintenance of all government ministerial buildings and venue facilities, management of State Owned Enterprises (SOEs) and subsidiaries, and repairs and maintenance of all government residential and commercial buildings. CIIC's responsibilities means that it is a key player nationally in mainstreaming Climate Change especially in the pursuit of climate proofing government assets and its oversight role of SOEs.

Te Aponga Uira

The primary functions of Te Aponga Uira are the generation, distribution and retailing of electricity on Rarotonga. The main acts governing TAU's operations are: the Te Aponga Uira O Tumu-te-Varovaro Act 1991, the Te Aponga Uira O Tumu-Te-VaroVaro Amendment Act 1999 and the Cook Islands Investment Corporation Act 1998. Such legislation constitutes TAU as a Government Business Enterprise (GBE) with its objectives being to:

- provide energy to all consumers in a reliable and economical manner

• operate its facilities in an efficient and profitable manner, having due regard to the interests of the community.

Due to the high development costs of any technological advancement programme that would be well beyond its capacity to support, TAU has not, until recently, considered any investment in renewable energy research to be worthwhile, preferring instead to await appropriate developments overseas on which to draw. However, with the current government policy of reducing the country's dependence on imported fossil fuel, TAU has committed to include in the electricity tariff 1cents/unit specifically for the purpose of funding investments in renewable energy on Rarotonga. Accordingly, beginning in the 2010/2011 Fiscal Year, TAU has appropriated $260,000 in its budget for this purpose and established a Renewable Energy division to pursue this direction. The intention is to use already proven technology from overseas.

Airport Authority

The Authority's vision/objective is to be a progressive and efficient airport authority providing adequate capacity on a timely basis to match the economic growth of the Cook Islands and to be the leading small airport enterprise in the Pacific Region. Its responsibility for key infrastructure government assets of the airports at Rarotonga and Aitutaki means that climate proofing should be a significant consideration for the Authority in relation to its facilities on both islands.

Port Authority

The Authority's vision is that "the Company will strive to be the best State Owned Enterprise in Cook Islands with excellent performance". Its mission is to enhance the long term value of the business and ensure its sustainability, provide the best customer value proposition, and provide better value products and services.

The Port Authority annually undertakes long-term strategic and business planning that identifies strategic areas of focus – and actions to achieve them – as well as the financial resources needed to carry out Port programs and ongoing operations. Its ownership and responsibility for the key infrastructure government assets of the ports at Avatiu, Rarotonga and Arutanga, and Aitutaki means that climate proofing is beginning to be a significant consideration for the Authority in relation to its facilities on both islands. Hence, climate proofing has become a key consideration in its current expansion and development of the Avatiu Port. To this end, it is the intention of the CEO to incorporate Climate Change adaptation in the Authority's performance measures.

Overall

The SOEs are aware of the need to incorporate climate risk into the major infrastructures for which they are responsible. TAU, for instance has had plans for constructing a smaller back-up generation facility on the opposite side of the island to the power generation facility at Avatiu in the event that the Avatiu facility is rendered non-operational by an extreme weather event. In addition, CIIC in its management role for SOEs, is well placed to ensure that Climate Change considerations become an integral part of the development plans and investments of the SOEs and to integrate such considerations in its own work plans.

Civil Society Organisations

A number of community organisations are involved in Climate Change activities and are profiled below. Common challenges faced by these organisations include resources (financial and human) and capacity (individual and organisational). A number of organisations participate in the NCCCT and are members of CICAN.

Cook Islands Association for Non-Government Organisations (CIANGO)

As the national umbrella organization for community groups and organizations, CIANGO is primarily focused on national advocacy and coordination of services to address development issues including those related to Climate Change.

Cook Islands Climate Action Network (CICAN)

As a national Climate umbrella group, CICAN is primarily concerned on advocacy for Climate Change policy. Participation at international and regional fora through affiliation to CAN international is a priority. Awareness and adaptation are priorities at the local level.

Cook Islands Red Cross (CIRC)

Through its mandate the CIRC provides a programme of training and services for the benefit of the community. These include emergency relief services for the victims of disasters however caused, prevention of diseases, and improvement of health. CIRC has one Climate Change officer dedicated to work with other agencies on disaster risk reduction activities in the community such as community awareness and education in schools in partnership with the MOE.

Island Sustainability Alliances Cook Islands (ISACI)

ISACI is active in advocacy, public education and awareness campaigns for sustainable development issues, waste management and chemical issues, climate change and coastal management. Members have participated in meetings at the global level such as the Conference of the Parties for international meetings on Climate Change, Persistent Organic Pollutants, E-Waste (electronic and electrical waste), Nanotechnology and Sustainable Development. The main role of ISACI is to operate in a "watchdog" capacity and it is committed to bringing environmental issues to the public arena.

Te Ipukarea Society (TIS)

TIS is an environment watchdog organisation in the Cook Islands with a focus on biodiversity conservation (particularly birds and marine), waste management (particularly solid waste) and environmental education (particularly youth). The organisation has an interest in picking up climate change projects that affect our focal areas.

Te Rito Enua Inc.

As conservation focused NGO, Te Rito's involvement in Climate Change is focused on advocacy with community education and promotion of sustainable practices at home and the workplace to combat Climate Change impacts. This includes composting, reduce-reuse-recycle, cut 'n replace (tree planting), sustainable agriculture and fishing practices. Its policy focus is on facilitation of community workshops for developing climate adaptation strategies. Capacity building is also a focus – training of community members in participatory mapping and planning to mitigate Climate Change impacts, and staff involvement in climate policy negotiations at national, regional and international events.

Te Koutu Nui

Te Koutu Nui is one of the two legislated Houses of traditional leaders (chiefs and sub-chiefs) which provide advice to Parliament on matters pertaining to Maori customs and related land issues. This mandate has, in practice, been extended to incorporate advice on development issues generally. On the question of whether a separate or stand alone office should be established to address Climate

Change Issues within government, the Executive Committee of the Koutu Nui expressed a wish to see a standalone office in light of the gravity of the issues that such an office must deal with. The Koutu Nui is well informed about the potential impacts of Climate Change on the Cook Islands and regards as urgent the necessity for the nation to put together a comprehensive adaptation and mitigation plan for immediate implementation.

Overall, NGO's note a disconnect between Climate Change impacts and the perceptions of individuals in their own communities. NGOs call for more effort on local versus national obligations noting partnerships between community and government are viewed as an important factor to addressing Climate Change impacts. There is a view that the responsibilities of policy development and implementation are not well managed under the current arrangements. NES, in its role as an environment manager, is not adequately staffed to meet the workload demand of Climate Change. The level of expertise by NES staff that carry out Climate Change-related tasks is considered to be of a high quality. However, there is a call for more effective leadership with policy development and project implementation tasks delegated to the relevant sectors in government so the workload is shared and manageable.

Development Partners

The Cook Islands engages on Climate Change matters with a range of development partners and agencies. These include a range of multilaterals, regional agencies and programmes as well as bilateral partners and organisations. Overall, the Cook Islands is seeing increasing attention on Climate Change by its partners. Development partners such as the European Union, Asia Development Bank, the New Zealand Aid Programme have been developing policy programmes of support and appraisal tools to address Climate Change impacts. In addition to managing its own policy development, attention to CI's development partner interests must also be taken into account in designing a workable institutional arrangement.

Climate Change Financing and Funding sources

Securing domestic and external resources is an important consideration to addressing Climate Change. 'It is estimated that every dollar spent on disaster risk reduction saves four dollars in future response' (NZ National Institute of Building Sciences Multi-hazard Mitigation Council, 2008).

Government Sources

In government's budget for FY 2010-11, there is no specific budget appropriation for Climate Change related activities. In fact, at this time, there is no government employee designated solely to addressing climate change issues although the 2006 Cook Islands PACC Report refers to the PACC Consultation Team having spoken to the 'Climate Change Coordinator' and 'Climate Change Technical Adviser' in the course of their consultations in Rarotonga. Even the costs of participation by Cook Islands delegations at numerous climate related regional and international conferences were, except for the salaries of public servants in the delegations, covered from external sources. This is one of the main reasons that the Climate Change agenda for the Cook Islands could be said to be largely donor driven.

Part of the reason for this situation may well be attributable to the prevailing belief within government circles that since the industrialised/developed countries were largely responsible for humankind's contribution towards global warming, such countries should pay for the costs to countries like the Cook Islands for addressing Climate Change. It could be stated that the budget appropriation for Emergency Management Cook Islands (EMCI) amounting to $97,000 in the current

(2010-11) FY is government's sole budget response to Climate Change over the last five years. This amount is a slight increase over the 2007-08 budget appropriation of $96,200.

In the case of NES, although significant resources in terms of staff hours and other in-kind support have been used in addressing climate change issues since the 1990s, no budget appropriation has been designated for addressing specific Climate Change issues. However, external assistance including funds for Climate Change programmes and projects have usually been negotiated and channeled through NES including projects implemented by other agencies. NES and MFAI have also involved other government and non-government agency representatives and individuals with specific skills and knowledge in regional and international workshops and conferences related to Climate Change.

Climate change considerations are beginning to be taken into account in relatively large infrastructure projects as in the case of the second phase of the Avatiu Harbour Redevelopment Project which has a climate proofing element in its construction plans and budget. Funding for this was secured through the ADB (Tou, 2011).

Project funding has, except for in-kind support mainly relating to the local staff involved in such projects, come from external sources as listed in Appendix C. The major part of such funds has been sourced through the various GEF funding windows. Given the relatively small amount required for Small Island states like the Cook Islands, such funds have mainly been channeled by GEF and other development partners through regional projects hosted by regional institutions. SPREP has been prominent as the primary channel for such regional projects and due in part to limited capacity and technical expertise.

Aid Modalities & Funding Mechanisms

NES recently circulated a paper to NCCCT providing information on Climate Change financing considerations for the Cook Islands (National Environment Service , 2011). This outlined the range of modalities and mechanisms of donor financing for activities that address climate change. This range of financing options are likely to be discussed in upcoming meetings that are held at national, regional/sub regional, and international/multilateral levels. Options include:

- National level:
  - Direct budgetary support - general or sectoral
  - National Implementing Entity (NIE) for the Adaptation Fund
  - National Trust Fund(s)
  - Developing a national climate change project pipeline through pooling resources to access existing modalities.

Details of the regional and International options are outlined in the paper which notes that any regional funding mechanism needs to be viewed with some caution since it would unnecessarily add another bureaucratic layer probably at extra cost which may well be passed on to countries. Regarding international level options, the paper cautions that *"we must avoid a perception that we are willing to trade the survival of our nation if the price is right"*.

As noted in the paper, further discussions are being planned for this year to pursue some of these funding mechanisms at the international level, and given the fact that only four SIDS are following

the negotiations for these financing mechanisms, it is difficult to see the preferred options for the SIDS being carried through.

From a national perspective, the provision of direct budgetary support is regarded as being the most efficient and flexible modality and is the highly preferred option. The EU has already extended this aid modality to island countries in the Pacific and is currently being pursued here. NES are confident that this would be the most favoured approach and intend seeking cabinet endorsement on this position. We agree, as it is consistent with aid effectiveness principles that foster greater country-led ownership and alignment of donors to country systems and priorities.

Overall, we can confirm that while the total resources obtained for Climate Change-related activities has been sizeable, these have been provided predominately from external sources with limited contributions from government. Examination of national budget information shows that Climate Change expenditure is not disaggregated into climate change initiatives within national or environment appropriations.
Limited contributions by government to Climate Change-related activities can be judged as a measure of a low priority issue. This is a constraining factor to accessing external funding support and potentially weakens national negotiations when resources are mainly channeled through regional mechanisms. This can also be a factor in funding decision-making when proposals are being assessed against other countries that have targeted local support to the Climate Change agenda, have designated positions, and have placed Climate Change higher on their lists of national development priorities.

The type and mix of funding mechanisms and modalities used to delivery donor assistance need to fit our small island state context. Further attention and effort is needed to maximize allocations and improve access to and management of Climate Change-related funding sources both local and off-shore.

Conclusions

Overall, we find that the performance of the present administrative system with the existing institutional arrangements is inadequate to meet the current and expected demands on the country's response to Climate Change impacts.

Institutional Structures

We found that in their current form Institutional Structures:

- Accentuate the fragmented implementation of Climate Change-related activities amongst government and non-government agencies
- Highlight that, as a natural progression of its mandate for the administration of the Environment Act which does not include Climate Change, the National Environment Service (NES) has been looked upon as the referral point for matters relating to Climate Change amongst both the government and non-government agencies
- The important role of the National Climate Change Country Team (NCCCT) as a coordinating mechanism for inputs into significant, externally funded projects is underutilized
- Confirm that the non-government sector, including island councils, play an integral yet understated role in addressing Climate Change matters and look to government to take the lead and coordinate the national approach to Climate Change at all levels

Capacity Gaps

We also found:

- An absence of any designated post for Climate Change activities within government except for the Director and Education and Training Officer in EMCI who's primary focus is directed to emergencies (e.g. tropical cyclones and other hazards)
- Limited capacity to mobilize resources through preparing proposals for funding, negotiating delivery through nationally led funding mechanisms and coordinating aid flows
- The presence of small but high levels of Climate Change-related expertise and increasing experience in the public service and civil society
- A strong skill base in international negotiation and increasing expertise in large sized project management.

Capacity Building

While the capacity of a few individuals to effectively deal with some aspects of Climate Change has reached international level, these individuals are few and far between. It is the capacity building within country systems and organisations that also requires attention. This includes the integration of Climate Change as a cross cutting issue within government business plans, outer islands strategic action plans and extending Climate Change-related educational material to island councils and administrations. The fact that only a few government agencies have referred to Climate Change in their business plans points to the need for capacity building to reach a much wider spread of government staff. In addition, the absence of any reference to the risks of the longer term impacts of climate change in the Strategic Action Plans of each of the Outer Islands indicates the need to extend the coverage of Climate Change-related educational materials and capacity building to those islands. Capacity building must continue as a high priority.

Enabling Environment

In relation to creating an enabling environment we found:

- An absence of legislative and policy direction to guide Climate Change-related efforts at national level
- A low priority accorded to renewable energy in recent years
- Innovation to develop joint national action plans for Climate Change and DRM
- 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 Climate Change-specific national budget allocations
- A need for continued capacity building across all sectors and extending to implementation of activities is needed, particularly as focus shifts towards implementation.

Overall, we conclude there is a strong desire from all stakeholders for a coordinated approach in addressing Climate Change and a strong preference to establish a stand alone agency with a national governance body.

OTHER CONSIDERATIONS

Building on our analysis of the current system and its performance, in order to establish an integrated approach there are a number of other considerations to take into account as part of developing institutional arrangements further.

Climate Change and DRM Cooperation

Analysis of business plans outputs and activities shows there is a need to strengthen Climate Change and DRM data availability and forecasting capability. This includes GIS mapping technical capacity including the equipment and software required for conducting surveys. Having automatic weather

stations will improve forecasting capability. Addressing capacity constraints such as these that have been identified as core activities will lead to higher levels of cooperation and integration in development activity implementation cycles, decision making and public awareness. A key action will be development of a joint database of activities and funding sources.

Climate Change and DRM Entry Points

Success factors in the process of mainstreaming Climate Change indicate the importance of finding the right entry point. One such example is that key government agencies and other stakeholders need to come together around a strategic 'entry point' in the policy-making process – such as a Poverty Reduction Strategy papers (PRSP) review, the formation of a new PRSP or MDG-based national development strategy or the start of the budget allocation process. (Secretariat for Pacific Communities, 2010, p. 40). For the Cooks Islands, our NSDP provides the strategic entry point for key government agencies and other stakeholders such as islands councils.

The OECD highlights that at national, sector, project and local levels it is important to identify entry points within the policy cycle where considerations of Climate Change adaptation and DRM could be incorporated. These entry points provide opportunities for the identification, integration and implementation of measures and investments specifically designed to enable and support adaptation to Climate Change but which had not been envisaged in the initial plan, programme or project. At each of the stages where adaptation considerations could be incorporated, specific *interventions* are identified. Interventions will generally take a very different form at different points in the cycle, since they apply to very different processes and at different authority/jurisdiction levels (OECD, 2009, p. 19).

As one way of mainstreaming climate change, Te Kaveinga Nui and its NSDP 2007 -2010 was held up as an example of best practice in national planning and institutions (ADB, 2005)(SPC, 2010) where the process of climate proofing was organised around the strategic objectives to come from the National Development Forum. In August 2004, the guidelines for mainstreaming adaptation to climate change were approved by cabinet and included the following resolutions:

- approved adoption and implementation of the National Guidelines for Mainstreaming Adaptation to Climate Change
- approved the recommendations for "climate proofing" the National Sustainable Development Strategy that is currently in preparation.

The approved recommendations included a range of the key challenges, objectives and actions. Since 2004, some of these have been addressed with a number remaining outstanding. In regards to institutional arrangements, two recommendations remain outstanding. These include: institutionalising the NCCCT and establishing a technical working group under the NCCCT mechanism.

A key task for the Climate Change Unit in putting together a comprehensive Climate Change programme will be to take stock of the identified measures. This will include reprioritising and re-costing as required according to relevance and unmet needs and issues.

It would be fair to say that uptake of the endorsed climate proofing of the NSDP (as it was referred to then) has been less than satisfactory. By and large, progress has been achieved primarily through external assistance with minimal local budget support.

With this in mind, the entry points of specific line ministries will be dependent on the level and position within the policy cycle. At a national level, it is important for central agencies (MFEM, OPM and OPSC) to come together around the strategic entry points of the NSDP planning and M&E processes, the MTBF and annual budget processes. Opportunities include: OPSC setting measures in six monthly and annual reporting templates, OPM establishing Climate Change as a cross-cutting issue of the NSDP as well as an objective within strategic goals four and five, and MFEM seeking analysis of Climate Change impacts in proposed business plan outputs of ministries and island administrations. It is worth noting that MFEM have added Climate Change financing as a portfolio to one of its staff member's work programme. The intention is to gain clearer oversight of Climate Change resources; currently Treasury is focused only on local budget and the Aid Management Division is focused on external sources of revenue.

The annual budget process is currently underway along with the finalisation of the 2011 – 2015 NSDP, and the MTBF will be in year one of a three year cycle. Together these activities provide a range of entry points to identify and integrate Climate Change (including DRM) mainstreaming measures. Additional entry points can also be identified within programme/project cycle by Climate Change coordinating unit and implementing agencies in conjunction with the Aid Management Division of MFEM. This includes the scoping and design phase of programme development where CCA & DRM considerations can be included. A review of donor documents (EU and MFAT) shows that Climate Change impacts are also addressed in the appraisal process of development investments. This provides another point of entry to implement and integrate measures.[8]

Level	Procedures	Entry Point	Timing	Agency
National	Strategic Planning processes	NSDP review and update MTBF Annual Budget/Business planning cycle Agency performance	Five yearly 3 yearly Annually Six monthly Annual	OPM MFEM MFEM OPSC/CIIC
Sector/Sub Sector	Sector plan	Plan development and review	3-5 yearly	Line Ministry
Programme/Project	Proposal and design	Concept/Scoping Design/Appraisal Implementation/ Monitoring Completion/Evaluation	0 – X years	Implementing Agencies (including NGOs, Island Councils, Private Sector) Development Partners

The Disaster Risk Management National Action Plan (DRMNAP) was developed following the 2005 series of five cyclones. The DRM NAP identified the need for greater cohesion between DRM and Climate Change initiatives. In spite of the similar focus and intended outcomes, these are being

[8] Examples of Climate Change screening tools and appraisal questions were provided by representatives of New Zealand's Aid Programme and the European Union.

separately implemented with different lead agencies in spite of the similar focus and intended outcomes. To facilitate increased links the NAP proposed that the National Environment Service and EMCI let each other know of existing and planned initiatives. Such a move is expected to add to better coordination, reduced overlaps, and improved efficiencies in terms of the utilisation of scarce national resources to address issues of climate change and disaster risk (CIGov., p.39). This remains a matter to be addressed as part of development of the Joint Climate Change and DRM plan currently underway.

The government, with assistance from the ADB, carried out a review[9]. The outcomes following the review include:

- A shift in policy focus from cyclones and Disaster Management (Preparedness, Response and Recovery) to a holistic all-hazards, all-of-government approach including a focus on Disaster Risk Reduction.
- The establishment of Emergency Management Cook Islands (EMCI) as the key coordination agency and its placement under the Office of the Prime Minister.
- The development and passing of a new Disaster Risk Management Act (November 2007) and a new National Disaster Risk Management Plan.
- The establishment of a National Disaster Risk Management Council, chaired by the Prime Minister.
- The preparation of a 'Preventative Infrastructure Master Plan' which identifies and prioritizes infrastructure needs for the next 20 years, and enhances resilience by minimizing the harmful effects of future disasters on the built environment.

At the same time, other relevant national initiatives included:

- The development of a Cyclone Recovery Reconstruction Plan (2006 – 2009) and a National Hurricane Safety Plan (2005-2006).
- The development of a National Climate Change Strategy.[10]
- The development of a Health Pandemics Response Plan; and
- The enactment of a new, more comprehensive Biosecurity Act. (Government of the Cook Islands , 2009, p. 38).

In 2009, the DRM NAP identified that "while the policy, legislative and planning framework is beginning to take shape, there is a need to continue to strengthen linkages between DRM and other sectoral policies, planning and budgetary initiatives, as well as at the local government/community level". It" it also concludes that "implementation capacity needs to be strengthened to ensure that the various plans are in fact realised. Other areas requiring urgent and immediate attention include the development of DRM plans by key response agencies as well as reviewing and improving the national system" (Government of the Cook Islands , 2009, p. 38).

The NAP identifies that EMCI will require strengthening in order to fulfill its role as the lead DRM agency within the Cook Islands Government and the operational leader for DRM NAP implementation. In this regard EMCI sought additional positions in Business Plan 2009 – 2011 for an Information and Communications Officer and a Disaster Risk Planning Officer. Given the additional responsibility in coordinating and overseeing the DRM NAP implementation, specialist support at a senior technical level would probably be required for a defined period to assist the Director EMCI. The specialist would have responsibilities (for example, in the drafting, and establishment of a

[9] P. 14., (2009) National Action Plan Disaster Risk Management.

[10] No CC strategy has been put in place however the ADB funded 'Mainstreaming climate proofing adaptation Guidelines' was endorsed by Cabinet in 2004. Refer to Annex 4 of ADB (2005) Climate Proofing: A Risk Based Approach to Adaptation.

monitoring and evaluation framework) as well as working with EMCI in corporate capacity building. It is anticipated that through such an engagement the specialist would further provide mentoring and other support as may be deemed necessary by the Director EMCI. In view of the temporary nature (possibly 12 – 18 months) of this planned specialist engagement, the recruitment may be facilitated through donor support.

Longer term institutional arrangements

In considering the best longer term arrangements for Climate Change in the Cooks Islands that is based on key success factors (Hay, 2009), it is noted that in most cases, countries are embarking upon a ***phased approach*** to building their institutional structure in order to address climate change. (de Romilly, 2011). There is value in making achievable and small progressive changes which improve operational efficiency and coordination without causing major disruptions (or incur incremental costs), and then, building upon these successes, implementing further improvements once benefits and efficiencies have been clearly demonstrated (Ibid.). We agree that such an option should be considered for our situation in the Cook Islands.

No one institutional set-up for oversight of policy development and implementation related to Climate Change is appropriate for all countries, "international experience would favour a two-tiered structure comprising an inter-ministerial committee, with non-governmental representation, serviced by an inter-agency task force made up of senor officials and other individuals with relevant technical and policy-making experience" (Government of Papua New Guinea and The World Bank, 2010, p. 37). To some extent, such a set up is in place with the National Climate Change Country Team but has yet to be formally institutionalised as recommended in the NESAF and Second National Communication for Climate Change (SNCCC) and approved by Cabinet in 2005. In moving towards an integrated approach, the Disaster Risk Management Advisory Committee and the National Energy Committee would also need to be taken into account to ensure the arrangement is efficient and effective. The inclusion of a taskforce was proposed in the 2005 Mainstreaming Climate Proofing Guidelines adopted by the Cabinet in order to follow through on the committee's decisions.

Overall, in considering an approach towards the best institutional arrangements long term, we agree with the view put forward by the SPC (2010) that successful climate change mainstreaming requires a strong cross-sectoral central unit working on climate change issues, in order to:

- Formulate environmental protection requirements
- Provide core competencies and expertise, as well as institutional memory
- Maintain strong contacts between all units, stimulate and facilitate information, operational learning and training, and peer review (maintaining the knowledge network)
- Evaluate experience, document and disseminate best practice, and fulfil core reporting requirements, and
- Act as a contact point for similar units in other international organisations. (SPC, 2010, p. 39).

Additional considerations

We are mindful of other factors that need to be taken into consideration. These Include:

The **Public Service functional review** is about to get underway. There may well be reluctance by stakeholders to embark on any major changes until the outcomes of the review are completed which is some 18 months away.

In November 2010 the Cook Islands Party was elected into office. With a **new government in place** we anticipate there will be renewed interest in Climate Change as already reflected in the party's manifesto. Since 2005, while some comprehensive work has been carried out, institutional reforms have failed to find support under the previous administration. For example; Energy division (planner), NES (coordinator) and EMCI (planner) bids for additional staffing in order to implement agreed actions as part of climate change integration and programme implementation have been turned down.

Coordination of donor activities through bilateral or regional arrangements and agencies also needs to be considered. As a signatory to the Paris Declaration on Aid Effectiveness, the Cook Islands, along with the many countries who provide assistance to the country, has committed to the five guiding principles. Like other cross-cutting issues, the existing aid policy falls short in taking account of Climate Change considerations in the management of aid flows. For example, it currently allows domestic and external agencies multiple points of entry to engage in development discussion and financing. This adds to the fragmentation of Climate Change efforts and will require attention to support Climate Change-related institutional and policy reforms.

The present institutional arrangement along with the considerations discussed in Parts A – E have informed the development of three options. These Options are discussed in the next section.

INSTITUTIONAL OPTIONS

Comparison of Options

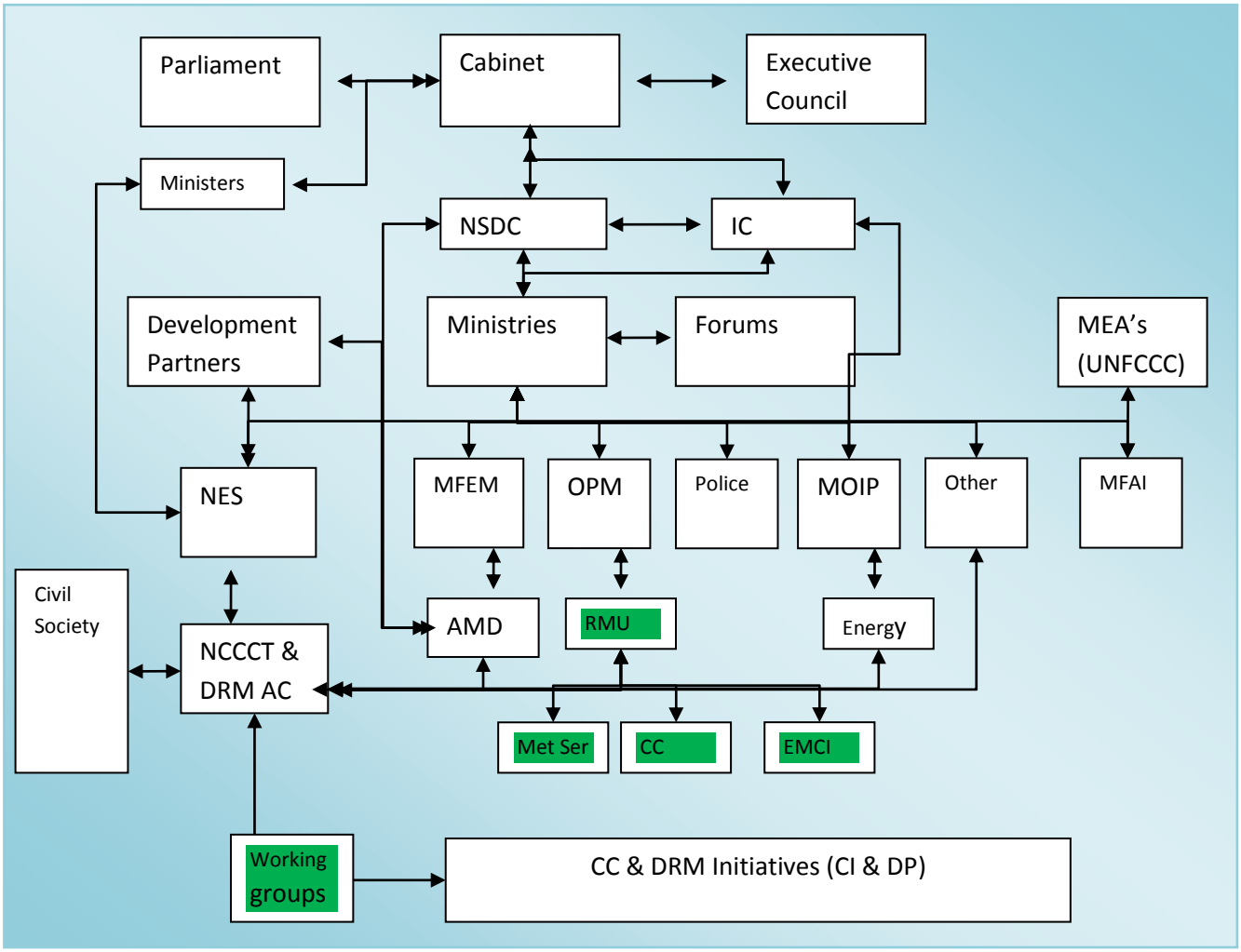
Taking into account the considerations previously presented, including the preliminary work carried out as part of the Climate Change and DRM joint national action plan, three initial options were drafted and presented to key stakeholders by the reviewers during a number of workshops, meetings, discussions. This includes representatives from government agencies working predominately on the Climate Change agenda as well as a small group of international experts who collectively have had substantial experience with Climate Change developments and the Cook Islands. Feedback was obtained through face-to-face meetings, various discussions and email communications. The options are summarised below followed by more a detailed discussion on each option.

	Existing Arrangement	Option 1 – Combined National Committee & Risk Management Unit	Option 2 – Combined National Committee Climate Change Division in existing Ministry	Option 3 – Combined National Committee with Stand Alone Climate Change Entity
Public Sector location	Role assumed by NES but not by mandate	Risk Management Unit within OPM and separate units (MET, EMCI & CC) reporting to RMU.	Combined division within OPM or NES with Energy, Met Service, EMCI and Climate Change functions as outputs.	Stand Alone Agency with Met, energy, EMCI as outputs within new entity.
Governance	NCCCT not legislated	Combined DRM and Climate Change	Combined DRM Climate Change including	Combined DRM Climate Change including

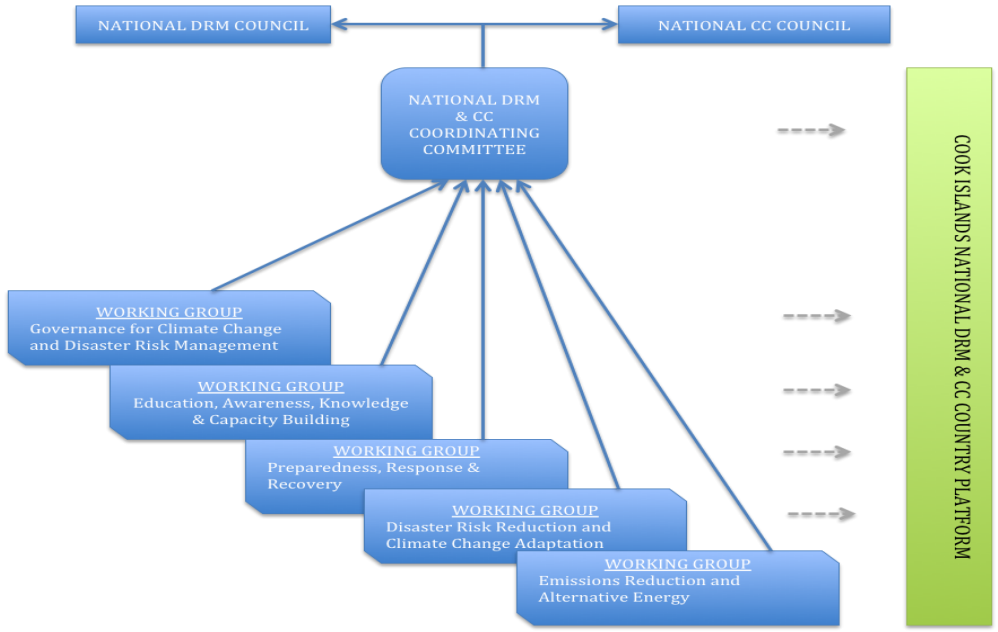
Mechanism		platform with executive committee to oversee thematic working groups implementation of the JNAP	mitigation and adaptation with ability to establish working sub-committees	mitigation and adaptation with ability to establish working sub-committees but with a standing technical group.
Governance Membership	Wide range of stakeholders primarily involved in information sharing and activity implementation	Wide range of government, private and civil organisations and individuals	Wide range of government, private and civil organisations and individuals	Targeted to key government, private and civil organisations and individuals, with national network platform in place
Mandate	No policy or legislation in place although some old agreed cabinet minutes	Using existing DRM Act legislation to establish as a sub committee	Institutionalised through new Climate Change legislation and national policy	Institutionalise through new Climate Change legislation and national policy
Secretariat	NES	NES	Climate Change & EM Unit	Climate Change & EM Agency
Functions	Little policy development, limited communication and coordination, inconsistent resource mobilization driven by external interests, silow approach,	Broad Risk Management, coordination, policy leadership,	Policy planning and development, monitoring, research and data management , operational focal point, vertical and horizontal coordination Coordination,	Operational focal point, Policy Development, planning and initiative monitoring, based to PMU. Resource mobilization, education, communication and vertical and horizontal coordination, support Climate Change integration, host agency to large scale programme and project implementation units.

Contributes to Success Factors	No integration, until now. No apparent champion except for handful of officials and NGOs reps. Some V&A, some collaboration, no government funding	Integrates with national development planning and budget process Within influential ministry Risk based approach wide in scope	Within an influential ministry much better served by being in OPM. NES status unclear as not a ministry or SOE Critical mass of skills knowledge and resources. Increase collaboration Integrated approach	Stand Alone Agency matches messages of government of Climate Change a priority and Critical mass of skills, knowledge and resources. Increased collaboration Integrated approach

Option One – Risk Management Unit



Option One – Governance Arrangement



This option is based on the preliminary work carried out as part of assignment to integrate Climate Change considerations into the existing DRM NAP and their respective governance mechanisms.

The option establishes **thematic working groups** to give adequate attention to issues stemming from its expanded mandate.

- Education, Awareness, Knowledge and Capacity Building (including monitoring impacts)
- Emissions Reduction and Alternative Energy (energy and mitigation issues)
- Preparedness, Response, and Recovery (disaster management).

This option also establishes a smaller 'executive committee' type structure with a **clear legislated mandate** to monitor and oversee the work of the working groups in coordinating implementation of JNAP DRM CCA Actions.

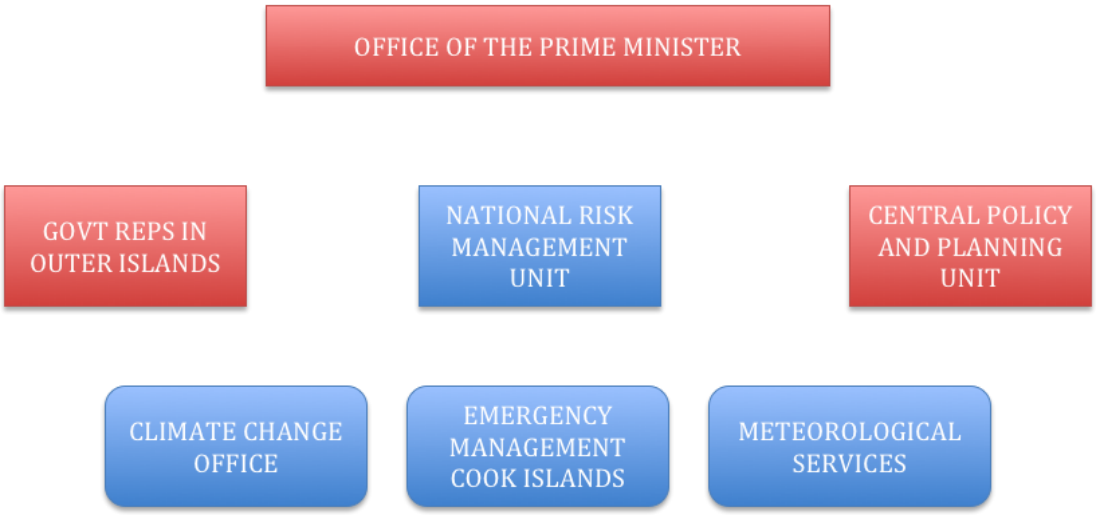
Schedules - Working Groups would need to meet more often than is the case currently with the CCCT and DRM NAP-AC, most likely at least once a month. Report back meetings to the **National DRM & CC Coordinating Committee** would need to take place at least once a quarter, whilst **DRM & CC Country Platform** meetings could take place once or twice a year.

Reporting - The National DRM & Climate Change Coordinating Committee reports to both the National DRM Council as well as a yet to be determined national high level legislated entity for Climate Change. Alternatively, this entity could be the National Environmental Council (not established, but legislated for) or the National Sustainable Development Committee. Higher-level linkages need to be clarified.

Secretariat - NES continues to serve as Secretariat to the National DRM & CC Committee (based on its good track record), and also be responsible for the hosting of National DRM & CC Country Platform meetings.

Funding - for platform meetings this should be a shared responsibility between the Climate Change and DRM communities. The secretariat should be located with the entity that is responsible for Climate Change, following the 'functional review of Climate Change' currently taking place.

Option One Outputs



This option establishes a new unit dealing exclusively with 'risk management' under the Office of the Prime Minister. The unit would have three agencies beneath it – Climate Change Agency/Unit/Office, Emergency Management Cook Islands, and Cook Islands Meteorological Services.

The unit would deal with all categories of risks, including economic and political risks linked to national development planning, rapid-onset risks arising from natural hazards, slow-onset risks arising from climate change, socio-economic risk, public health risk, etc. Risk is not only the product of exposure to natural hazards, but is often an unintended outcome of the development process itself.

Central concerns include:

- Economic risk analysis, linked to policy development
- Mainstreaming of DRM and Climate Change risk into sectoral policies and plans
- Conducting strategic risk analysis and assessments

In addition, it is considered appropriate that the Disaster Risk Reduction (DRR) function be merged with the Climate Change Adaptation function and be made the responsibility of the Climate Change Office, and that EMCI focus primarily on Disaster Management (DM) functions; that is, preparedness, response and recovery. DM is a core function for EMCI and current staff orientation is towards DM. EMCI is not adequately equipped to take on DRR actions, which often entail more skills in social science programming. Staff dealing with Climate Change are often more attuned to this kind of approach.

Capacity Development – It is important that all three agencies develop in-house capacity for public awareness raising and education programming. Such capacity could be located within the National Risk Management Unit and shared by the three agencies. It will also be important that all three

agencies develop capacity for technical proposal writing, so that donor funding for programming can be secured.

Opportunities/Advantages	Risks/Disadvantages
Takes account of small size of the country and the number of members currently represented on both bodies.	Potential risk of the Management/coordination of the WGs is going to be a challenge in itself. May need working groups to tackle specific projects under the JNAP rather than whole Goals/Themes.
Creates a 'national platform for DRM and Climate Change' along the lines promoted by the DRM community	Proposed schema above may be seen as too ambitious and 'radical'. At the end of the day it is for the key DRM & Climate Change stakeholders to decide.
If the NDRMC has a broad mandate in legislation for all things DRR and DM then by extension it could also cover at least CCA and maybe even CCM.	'Reluctance' by key members of the CCCT to 'tamper' with the existing structure, given that much energy has been put into building momentum.
Based on best practice there needs to be strong working relationships between these three critical risk management agencies.	Reluctance' by agencies to 'tamper' with the existing structure, given that much energy has been put into building momentum. '
Ensures issues receive adequate attention by allocating responsibilities for groups of actions to smaller, more focused working groups,	Success reliant on quality leadership displayed in the National DRM & Climate Change Coordinating Committee as well as in the various Working Groups.
open up participation and information sharing on DRM & Climate Change issues to all interested and involved parties (open DRM & Climate Change country platform).	Legislated mandate of the CCCT is unclear. Originally coordinates reporting to the UNFCCC. The mandate was broadened in 2006 to include general on-going coordination of Climate Change work. Endorsed by Cabinet but no specific legislation.
The DRM NAP Advisory Committee is 'legislated' in that it has been established under the CI DRM Council in terms of provisions contained in the CI DRM Act	Expanded mandate with the amount of work to be coordinated will increase. DRM NAP currently only deals with DM and DRR issues, now have to also deal with Climate Change issues, vice versa for the CCCT.
The structure would assist in strengthening oversight of the JNAP DRM CCA implementation	Increased workload on the membership is expected to become burdensome. In order to get through lengthy agendas, important issues will only get superficial attention.
Promote cooperation and coordination, and some of these agencies suffer from the 'poor cousin' syndrome	Centralising Climate Change, DRM and MET under the OPM carries with it a certain amount of political instability as it is not uncommon for a new in-coming administration to want to shake up the OPM structure.
Add capacity to the Central Policy and Planning Unit (CPPU), under the OPM.	The OPM already has six units under its jurisdiction.
Ensures national policy and plans across a range of development sectors are risk-proofed.	

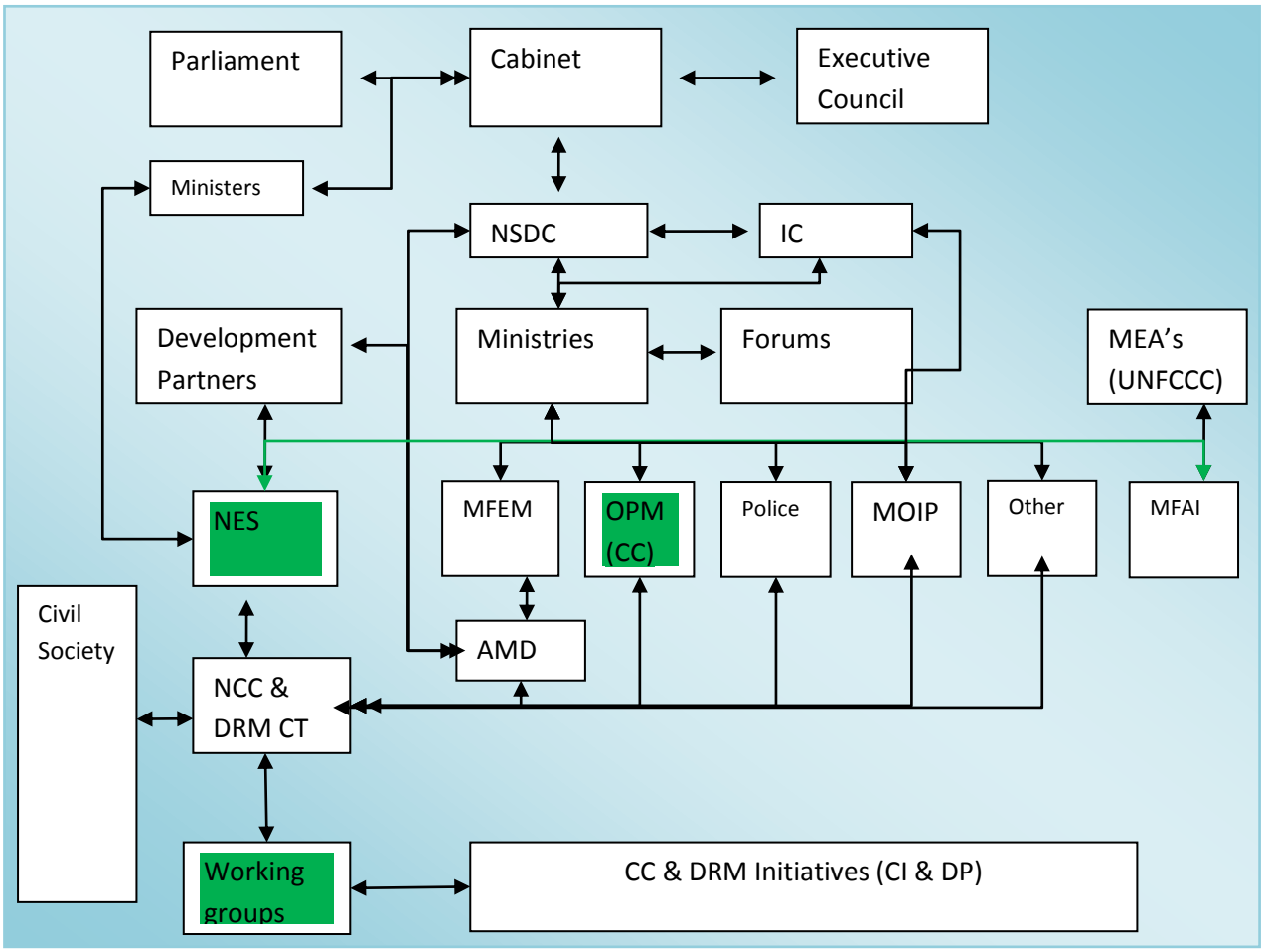
Stakeholder feedback on Option One

Overall the feedback shows this approach to be the least favoured by stakeholders. Notable points raised include:

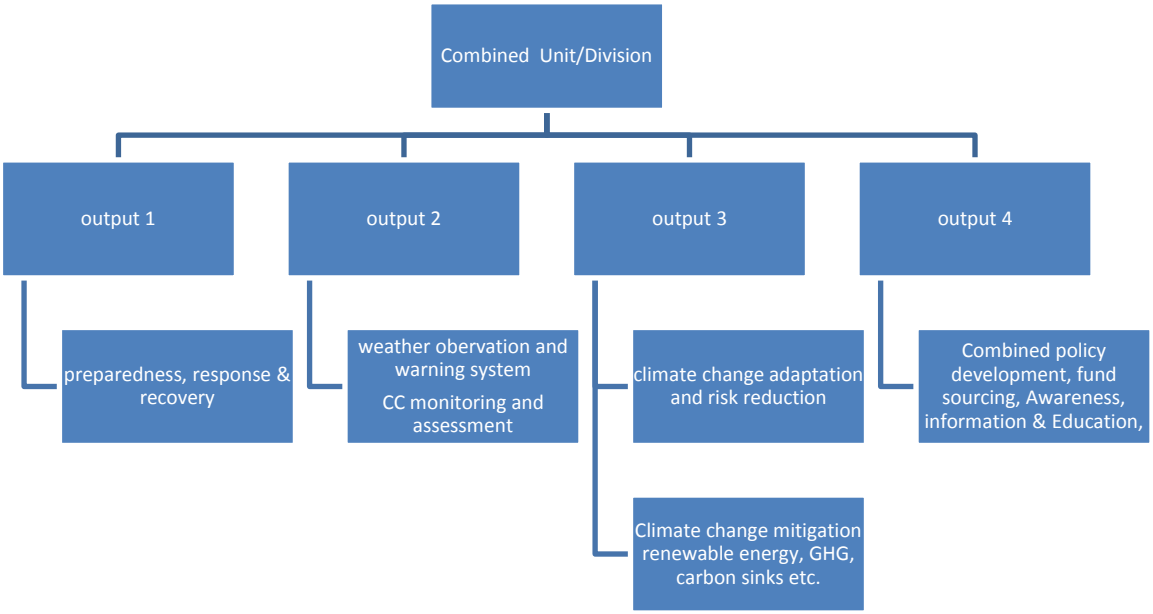
- Increased scope to address all risk through the risk management unit,
- Sense of being overwhelmed by the number of working groups

- Servicing five working groups plus whole platform would create disproportionate administrative load for the secretariat.
- Overwhelmed by the scope of work in bringing together risks beyond the Climate Change and DRM agenda.
- Concern about the effect of the added level of management with potential downgrading of existing director level units under the Risk Management unit which would sit at the same level as the Director CPPO.
- Based on the approach taken to establish EMCI, locating the unit in OPM was considered a positive way to establish a newly focused unit.

Option Two – Unit Within An Existing Government Agency



Option Two Outputs



This option is similar to the Option one in terms of combining the existing DRM NAP-AC and the NCCCT into a joint entity to oversee and monitor the development and implementation of a national Climate Change policy, related implementation plans, and initiatives or projects. This option also provides for a Climate Change unit to be set up within an existing government agency. The unit would be combining the existing outputs of the Met Service, energy division of MOIP, EMCI and add Climate Change related tasks. By doing this, it is brings together mitigation and adaptation/DRM activities as well as expands on central coordination functions related to policy and programme development, information/database management and resourcing Climate Change initiatives.

Rather than setting up working groups, this option proposes establishing a smaller 'technical committee' type structure with a **clear legislated mandate** to provide the technical guidance, advice and support to the country team. The technical committee would include senior officials at the director level, who have decision- making authority and who deal directly with the Climate Change work areas and functions. It would also have the ability to co-opt expertise as required and would serve as an advisory body to the Country Team.

The Terms of reference would take account of the existing DRM act, the 2006 NCCCT terms of reference, and the National Energy committee.

The overall membership of the combined country team would continue to include stakeholders from the DRM advisory committee, the national energy committee, the NCCCT who represent government and non-government, private and public sector interest groups and individuals.

The chair of the national combined country team would be at the Head of Ministry level and we propose that the OPM Chief of Staff position fill the chairs role of chairperson. This would serve to provide a link to the NSDC and give status to Climate Change issues. Another option to strengthen the status of the committee is to take a no-substitutes approach to the Country Team chair and deputy chair positions.

As the NES is neither a ministry nor a SOE, the option would see the location of the Climate Change unit in the OPM as output. Given the impacts of Climate Change on biodiversity, there is a need to maintain the links between NES and the Climate Change unit. This option proposes the Director for the NES be the deputy chair of the national combined Country Team. This would also retain the reporting link to the Minister for the Environment.

The Climate Change unit would provide secretariat support to the Country Team and host meetings of the committee.

The unit would have two staff, a Director and a Senior Climate Change Officer with proposed salaries of $50,000 and $30,000 respectively as well Technical assistance of $20,000 for short term one off tasks. Set up costs (one-off) for the first year for office furniture and equipment is estimated to be $20,000 with another $20,000 for operational costs. A total budget of $170,000 is required for the first year of operation. This also includes $30,000 in costs to cover implementation of the workplan.

Schedules – The technical committee would meet more often at least monthly and report back to the National Combined Country Team at least quarterly in the first 12 months with a view to moving to a six monthly meeting cycle. These meeting would be timed to coincide with national planning cycles such as annual budget rounds and the international meeting calendar.

Reporting - The combined team would report to the National DRM Council. Its location in the OPM would provide a functional link into the NSDP through the chief of Staff or the National Sustainable Development Committee. Higher-level linkages need to be clarified.

Funding – The responsibility of funding the combined Country Team meetings would be shared the responsibility between the Climate Change and DRM communities including sitting fees for non-government officials.

Capacity Development – it will be important to ensure that capacity building focuses on developing systems as well as individual skill and knowledge development related to coordination, policy development, risk assessment, resource mobilization, and monitoring and reporting. For example, this would include setting up an information database as well as developing within the unit funding proposal writing skills. Within the overall institutional arrangement capacity development would need to focus on project management at local, sectoral and national levels as well as focusing on developing technical capacity skills.

This option attempts to strike a balance between 'business as usual' which Timmerman (2010) refers to "(with relatively informal institutional arrangements with weakly defined linkages) and technically appropriate institutional arrangements (more formalised with stronger emphasis on linkages)." This option strengthens the link between development and climate change by being located alongside and at the same divisional head level as the Central Policy and Planning office of the OPM. This option also creates a critical mass of those key agencies responsible for building the knowledge base of climate change that is able to gain collective momentum towards their respective functions.

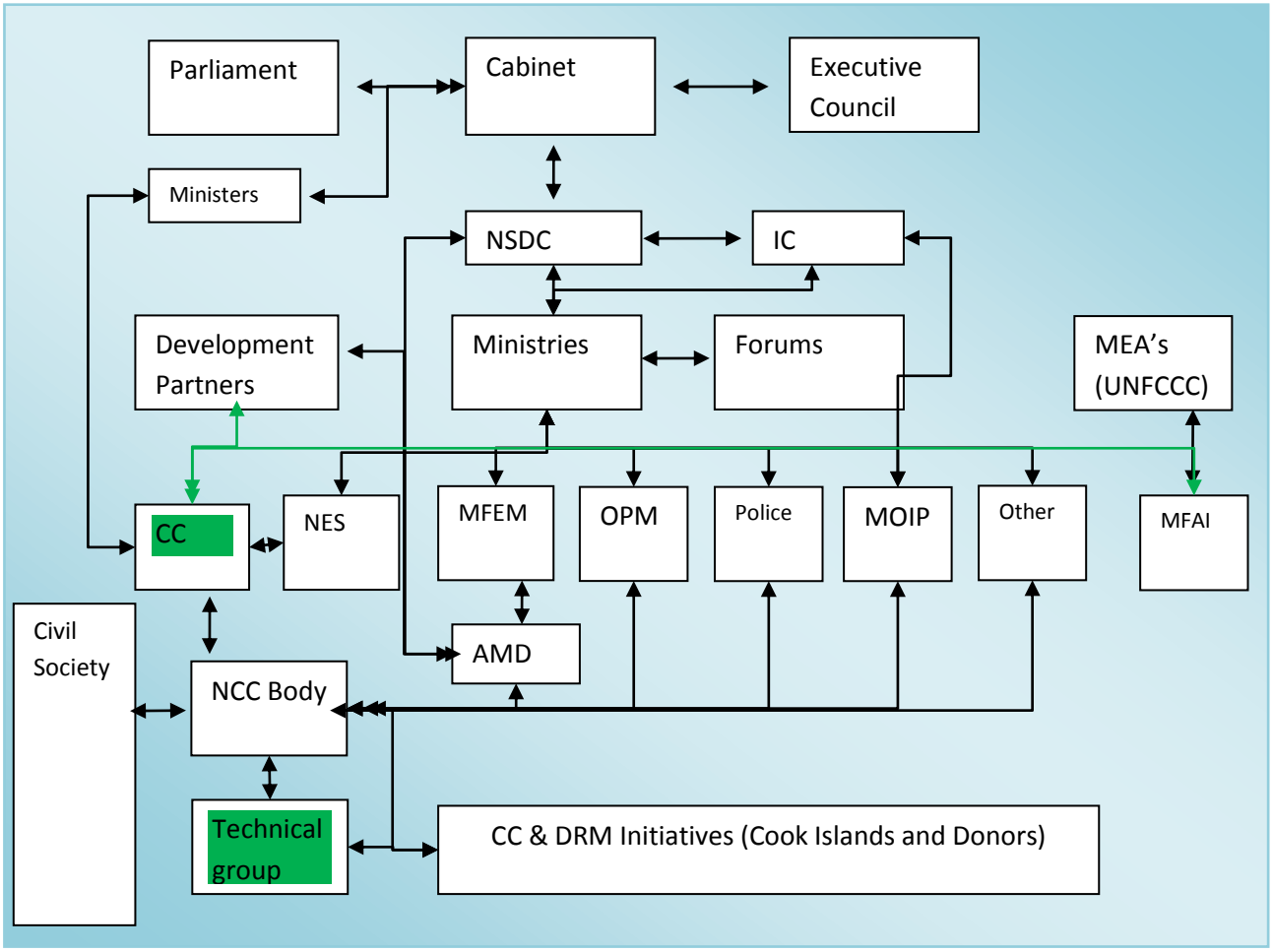
Advantage	Disadvantage
Fosters collaboration and cooperation. Increase opportunties for capacity building. Concentrates national Climate Change leadership capacity. Improved access to expertise . Improves coordination and communication with key functions and resources pooled together. Reduces adminstrative burden and transcation costs of doing business. Increased priority given to under-resourced strategic objective of the NSDP. Raises the profile of Climate Change with a centralised arrangement.	Disruption in the establishment phase. Implications for existing location of technical expertise, and relocation into new unit. Does that mean moving the positions? Establishment issues to be addressed such as moving technical focal points of International agreements. Large number of staff to absorb into an existing agency. Will require redesignation of exiting positions and additional technical staff. Increase in recurring costs for personnel and operations.

Stakeholder Feedback on Option Two

Feedback showed this option to have merit.

- Has increased potential to raise the profile of climate change issues
- Greater potential to obtain domestic and international support
- Provides the opportunity to build collaboration with key agencies being physically located in the vicinity
- It can form part of a phased approach
- Concerns over the logic of combining 'service related' outputs with coordinating and policy development function – that is, Met Service weather forecasting function and the inspectorate function of Energy division being delivered out of a central ministry such as the OPM which is responsible for national development planning

Option Three - Stand Alone Entity



This option will retain the existing DRM NAP-AC and the NCCCT network and establish a smaller executive council to oversee and monitor the development and implementation of a national Climate Change policy, related implementation plans, and initiatives or projects.

The council will establish a smaller 'technical committee' type structure with a **clear legislated mandate** to provide the technical guidance, advice and support to the country team. The technical committee would include senior officials at the director level, who have decision making authority and who deal directly with the Climate Change work areas and functions. It would also have the ability to co-op expertise as required and would serve as an advisory body to the Country Team.

The terms of reference would take account of the existing DRM act, the 2006 NCCCT terms of reference and the National Energy committee.

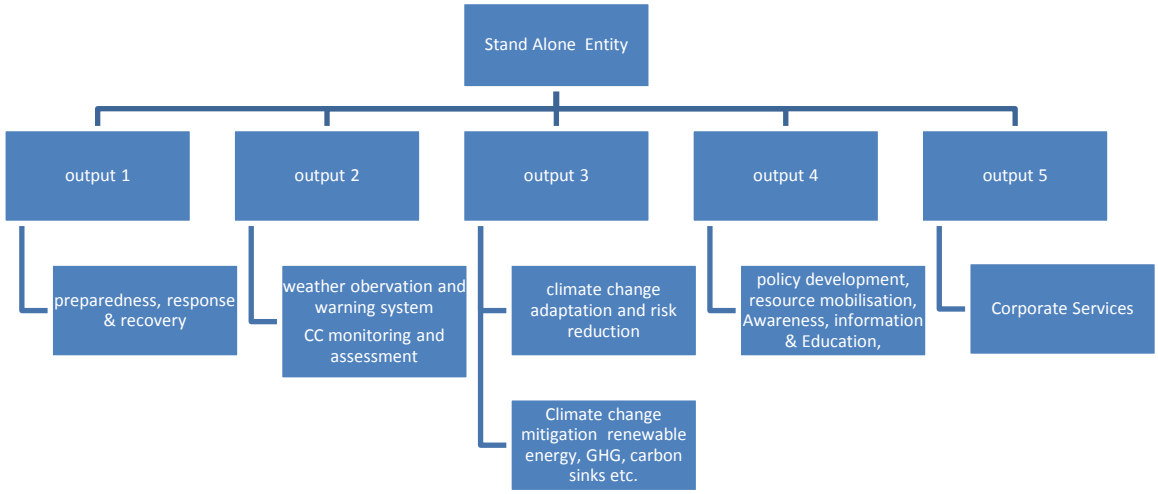
The overall membership of the Combined Country Team would continue to include stakeholders from the DRM advisory committee, the national energy committee, the NCCCT who represent government and non-government, private and public sector interest groups. Inclusion of outer islands interest will be formalized and linked.

The chair of the national Combined Country Team would be at the Head of Ministry level and we propose that the OPM Chief of Staff position fill the chair's role in the initial phasing-in period. This would serve to provide a link to the NSDC and give status to Climate Change issues. Another option

to strengthen the status of the committee is to take a no substitutes approach to the Country Team chair and deputy chair positions.

The Climate Change entity would provide secretariat support to the Country Team and host meetings of the committee.

Option Three Outputs



This option takes the functions and outputs of EMCI, Met Service, Energy Division and proposed NES Climate Change outputs with the addition of corporate services. It brings together Climate Change mitigation and adaptation/DRM functions of vertical and horizontal coordination and communication, policy and programme planning and development, information and database management, monitoring and reporting, research and risk assessment, and resource mobilization. Focused on national coordination and integration of Climate Change, the objectives and outputs may include:

- Increase Cook islands resilience by strengthening national capacities for climate change, adaptation and mitigation
- Develop a national Climate Change legislation, national policy and strategic action plan linked to NSDP, MTBF, 2NC and NESAF
- Support Climate Change considerations integrated into national and sectoral policies and plans
- Coordinate and source funding opportunities and mechanisms
- Coordinate stakeholder capacity to manage implementation of Climate Change initiatives at all levels including information, awareness and education initiatives
- Monitor meteorological systems
- Communicate observation predictions
- Implement early warning systems in responding to natural disasters and emergencies
- Establish disaster risk reduction, regulations, plans and procedures
- Maintain efficient structure for managing disasters and emergencies
- Coordinate and monitor the implementation of sustainable energy action plan
- Maintain central database of Climate Change activities and funding sources
- Facilitate risk analysis and assessment provisions

- Strengthen Legislation and policy and planning frameworks (eg: 2003 energy policy)

Option Three is intended to elevate the profile of Climate Change considerations further to a ministry level with five outputs. This option aligns to the bold stand taken by the new government's leaders and party manifesto where political will and leadership is a contributing success factor to integration.

This option intends to build a critical mass by bringing together local public sector expertise into a central national hub. It will focus on supporting efforts already being undertaken by existing ministries, NGOs and Island Administrations. It will add support by increasing outreach, collaboration and partnerships with stakeholders within line ministries, sectors, NGOs, and outer islands administrations and councils and improving access to advice, data and resources.

The option recognises Climate Change is a development issue impacting on environmental, economic, and social concerns.

With all integrating and coordinating Climate Change & DRM functions consolidated in one 'entity' the risk that cross-sectoral collaboration will decrease is expected to be minimal. Line ministries such as Education, Health, MOIP and others like Red Cross and Te Rito Enua Inc will maintain responsibility for sector level planning research and activity implementation within their respective sector and communities of concern as well as participating in national governance and coordination mechanism.

Establishment would take place over a three year period. Year one would involve establishing a two person unit within OPM with Director and Senior officer level technical assistance. The unit will lead the transition process, set up the associated operating environment and strategic policy and legislative requirements. Year Two will focus on amalgamating the related functions from the Energy Division, Meteorological Service and EMCI. Year Three – establish a national entity of Disaster Risk Management and Climate Change Coordination based on the identified outputs and result areas development and aligned to national priorities.

As the NES is neither a ministry nor a SOE, the option would see the location of the Climate Change unit during a phasing-in period in the OPM as an output. Given the impacts of Climate Change on biodiversity, which is a contributor to climate change, there is a need to maintain the links between NES and the Climate Change unit. This option proposes the Director for the NES be the deputy chair of the national Combined Country Team. This would also retain the reporting link to the Minister for the Environment.

Capacity Development – remains important in establishing a Climate Change ministry ensuring a focus on individual, organizational, and systems needs related to coordination, communication, policy development, risk assessment, resource mobilization, and monitoring and reporting. For example, this would include setting up an information database as well as developing within the unit funding proposal writing skills. Within the overall institutional arrangement capacity development would need to focus on project management at local, sectoral and national levels as well as focusing on developing technical capacity skills.

Total investment - $410,000 over three years, $170,000 for year one. Year two is costed at $90,000 and year three $150,000. Costs include staff, operations and office set up costs. It is expected that

up to $130,000 can be accessed through the Australian Government's PASAP to support the establishment of this arrangement in the first year. Personnel for the national entity are expected to include up to 18 full time equivalents. This draws together the 14 existing positions and 4 new positions from those within Met Service, EMCI, Energy and the Climate Change Unit. Options for additional staff can be sourced through seconding suitable expertise from within existing agencies from the public and private sectors as well as NGOs. Capacity can also be increased by offering internships to entry level personnel.

Advantage	Disadvantage
Fosters collaboration and cooperation Increase opportunties for capacity building Concentrates national Climate Change leadership capacity Improved access to expertise Improves coordination and communication with key functions and resources pooled together. Reduces adminstrative burden and transaction costs of doing business Increased priority given to under-resourced strategic objective of the NSDP Raises the profile of Climate Change with a centralised arrangement	Disruption to existing structures in the establishment phase including relocating existing technical expertise, positions and focal point of international agreements. A number of staff to be absorb into an existing agency as part of the process and will require redesignation of exiting positions and additional technical staff Increase in recurring costs for personnel and operations

Success Factors

In applying the success factors (Hay 2009) to this option, we are able to identify the following:

1. Practical reasons for encouraging greater integration. Working in an integrated way cuts back the burden of programming development assistance. This can/does happen where central agencies commit to an integrated approach to national planning through the budget process and aid coordination. Because we have our NSDP and MTBF in place, the platform exists to further integrate Climate Change. This option also offers the capacity to contribute to national and sector planning along with preparing for external funding.

The option is based on having a **single agency** responsible for Climate Change and DRM that will be adequately resourced financially and in other ways with adequate staffing and access to technology. The single agency option would elevate Climate Change and DRM as a priority, enable greater access to resources, and counter commonly held views that Climate Change – like environment – is the poor cousin to issues related to economics, health, education and infrastructure.

2. Practical approaches that facilitate integration. Through the shared administration, location and mandates of this option, the development of the risks based, no-regrets and combined bottom up/top down approaches are expected to achievable.

3. Addressing capacity constraints. Inclusion of Met Service in this option is a critical aspect of establishing an **enabling environment**. Having access to reliable and long term natural resource data is key to ensuring informed decision-making.

To elevate the status of Climate Change issues, it is worth formalizing Climate Change as a separate ministerial portfolio. The Philippines has taken this step. Linking Climate Change to the environment or economic development portfolio would also need to be considered.

Stakeholder Feedback on Option Three

Initial feedback showed Option Three to be the preferred option, and also identified certain concerns.

- While there was a call for the stand alone entity option to be established from the outset, there was more support for it to be phased-in over a three year timeframe through incremental steps. This would allow carefully considered planning aligned with the outcomes of the Public Service functional review, as well as time to work through government and potential international support to identify and obtain the necessary resources.
- There was some reluctance to separate the renewable energy from the energy sector. However we considered that energy security would achieve greater support and benefits by being recast more strongly within the Climate Change agenda. This would entail the policy development, project development and monitoring, and resourcing moving to the new entity.
- Stakeholders consider this option signals a bold position by government to its stakeholders of its intent to address Climate Change issues and commit maximum resources.
- Affordability was identified as an issue. Being able to pursue this option would require additional external resources and would require an alternative and less burdensome funding mechanism such as tagged budget support over an extended period of time rather than a one off, short term contribution.
- There is a need to identify what is in store for current institutional arrangements with regard to oversight of JNAP implementation
- It is important to ensure advocacy and coordination of 'mainstreaming' activities at national planning and budgeting levels is included in the functions allocated to function set out in Output 4 of Option Three.
- The National Country Team arrangement while a good information sharing mechanism is large and will be difficult to manage as a governing mechanism within the new arrangement proposed.

A national Climate Change Adaptation workshop was held in Rarotonga in March representing Island mayors, administrators, government officials, scientist, civil society and development partners. The workshop was focused on developing an integrated response to Climate Change impacts. This included developing a joint national action plan for DRM and Climate Change Adaptation, drafting of

a Cook Islands Disaster Management and Climate Change Adaptation policy and related legislation, preparing a project proposal to Kyoto Protocol Adaptation Fund. Considering sustainable funding mechanisms along with the proposed options of this functional review were also a part of the week long workshop. Discussions on the results of this review and Option Three reiterated feedback outlined above and identified:

- Concern that the composition of the national climate change country team is dominated by government representatives and needs to be adjusted to provide for a balanced and equitable participation by community and government representatives. This concern could be addressed by providing for equal numbers of representatives from the community and government. Such an arrangement should be one of the options to be considered in finalizing the final composition of the joint committee as part of the JNAP arrangements over the three year phasing in period.

- Uncertainty about will be delivered on the ground as a result of the new arrangement when there are examples of arrangements working. While there are good examples in place, on the whole this is not the case across and within all sectors.

- Uncertainty as to whether we have the resources available to put in place the new arrangement and the level of priority the government will give the proposed arrangement along with policy and action plan needs.

- Need for increased decision-making and input by Civil Society and private sector interests.

At the closing of the workshop, a consensus statement was delivered to the Prime Minister calling for increased national government commitment and action to address the serious threat of Climate Change to the countries national development, security and survival. This included the establishment of a well-resourced national entity for Disaster Risk Management and Climate Change coordination. The statement also put forward that in the short-term, government centralize all relevant Climate Change functions under a new unit housed within the Office of the Prime Minister. The Prime Minister in accepting the recommendations of the workshop echoed his statements at the workshop opening supporting the Climate Change agenda particularly in relation to renewable energy and waste management.

Subsequently, Option Three has been further refined to take account of the consultation feedback. Three steps to this approach includes Year one – create a division within the OPM, Year Two – amalgamate related functions from Energy Division, Meteorological Service and EMCI. Year Three – establish a National Office of Disaster Risk Management and Climate Change Coordination. Given the size of the combined NCCCT and DRM AC, an executive council will be put in place with up to nine members. This may include elected community representation with the Chair elected by the executive committee. Government representatives would be made up of key Heads of Ministry such as MFEM, OPM, PSC, MOIP.

Recommendations

Taking account of the feedback and analysis of best practice and the current arrangement, we propose a number of recommendations. These recommendations are designed to improve integration of Climate Change and DRM issues, are prioritized according to urgency and easy

implementation, and are in line with priorities set in existing planning framework and policies. Specifically these are the existing planning frameworks such as the NSDP (Goals 4, 5 and 6), the NESAF (priority 3.3.1), the Second National Climate Change Communication (pp. 71-72), and the Disaster Risk Management National Action Plan (Goal 1). All directives recognise the need for attention to Climate Change institutional resources to coordinate and mainstream Climate Change and Disaster Risk Reduction efforts. In addition, the Cook Islands Party government elected in November, 2010 has pledged prioitising attention to Disaster Risk Management (p. 14) and Climate Change adaptation and mitigation (p. 19).

Recommendations are:

1 Create an enabling environment by adopting a no risk approach to mainstreaming Climate Change in achieving development outcomes through enhanced legislative, policy, development planning, budgetary and institutional frameworks. The priority is to put in place the legislative and policy framework within which the institutional arrangements will function.

2 Take a phased approach towards establishing a Stand Alone entity over a three year timeframe. This will enable the current government a window to oversee its establishment during a parliamentary term and enable incremental and sustainable approach to mobilizing resources. Three steps to this approach includes Year one – create a division within the OPM, Year Two – amalgamate related functions from Energy Division, Meteorological Service and EMCI. Year Three – establish a National Office of Disaster Risk Management and Climate Change Coordination.

3 Prepare the necessary legislation to give effect to the arrangement as provided from the 2006 review. This will include reprioritizing and developing workplan and obtaining drafter, consolidating the role of the national Country Team mechanism and associated institutional arrangements.

4 Undertake necessary appropriation though the budget process to secure local funding and develop programme for external support using national preferred funding mechanisms and aid modalities

5 Carry out necessary policy work to develop national climate change policy including policy analysis on three response approach to the JNAP. This includes ensuring DRM, adaptation and mitigation are included in the drafting of the JNAP.

The overall purpose of the proposed new arrangement is to ensure an integrated approach towards addressing Climate Change impacts throughout the country. The purpose of the stand-alone entity is primarily to coordinate the functions of government. Details of a phased approach towards an upgraded institutional arrangement are based on a three-year transition period and are set out in the next section of this report.

Implementation Plan

MANGOES IN JULY
Cook Islands Public Service Climate Change Functional Review and Institutional Structure Development

Christina Newport and Tamarii Tutangata
For Cook Islands Office of the Public Service Commissioner

March 2011

IMPLEMENTATION PLAN

Introduction

This annex provides a roadmap and compendium of key documents to guide the establishment of the proposed institutional arrangement. The overall purpose of the proposed arrangement is to ensure an integrated approach towards addressing Climate Change impacts within the Public Service and throughout the country. The purpose of the stand Alone entity of the National Office for Disaster Risk Management and Climate Change Coordination is primarily to coordinate the functions of government. Details of these functions and a phased approach towards an upgraded institutional arrangement are based on a three year transition period. The details of this are set out below in the following attachments. These include:

- Draft 2011 – 2014 Three Year Workplan
- Draft Business Plan Output for Year One
- Draft Job Description for Director Level position
- Draft Job Description for Senior Officer level position
- List of existing Public Service Expertise
- Draft Cabinet Submission
- Draft PASAP Concept Note.

Resource and Budget Considerations

In determining the basket of funding it is important to also articulate the design of the funding basket – namely that it should be based on aid effectiveness principles as set up by the Paris Declaration, which the Cooks Islands became party to in 2006. This includes aiming for higher order aid modalities which afford greater ownership to country priorities and leadership. These would serve as the basis for engagement. In order to minimise administrative burden for country and development partners direct budget support and Cook Islands-led, programme-based approaches should be considered as the preferred modalities. Such an arrangement is proposed for the

Along with the Cook Islands' own contribution, it is expected that a contribution from the Pacific Adaptation Strategy Assistance Programme (PASAP) will kick start the set up of the revised institutional arrangements and initial workplan of the CC unit within the OPM.

It should be noted that the costs noted below for the three year transition period are the additional costs over and above what is already in place for the existing divisions that are to be amalgamated to form the new Office from the second year (i.e. FY 2012-2013). The amalgamation proposal involves the incorporation of the budget appropriations of the existing divisions (EMCI, Meteorological Service and Renewable Energy) as part of the appropriation for the new Office. Moreover, the costing of the workplan for each of the three years is difficult to finalise given the uncertainties as to the timing of planned activities being transferred from existing hosts such as NES to the new Division/Office. An orderly timetable for such transfers of ongoing work programmes will be worked out between the new Division and the respective hosts.

Item	Total Required Year One	Total Required Year Two	Total Required Year Three
Personnel	100,000	80,000	130,000
Establishment	20,000	Nil	5,000
Operations	20,000	10,000	15,000
Sub total	140,000	90,000	150,000
Workplan implementation	30,000	TBC	TBC
Total	NZ$170,000	90,000	150,000

It is envisioned a Total budget of **$170,000** will be required to fully operationalise the first year of a three year establishment work programme.

Figure 2 Summary of Year One Costs

Item	CIGov Contribution	Funding Gap	Total Required Year One
Personnel (2 x staff plus TA assistance)	30,000	70,000	100,000
Establishment	5,000	15,000	20,000
Operations	5,000	15,000	20,000
Workplan implementation	In Kind	30,000	30,000
Total	NZ$40,000	NZ$130,000	NZ$170,000

Funding Gap will be sought through the Australia Government's PASAP for a contribution of **AUS$100,000**. In addition to set up costs, resources are required to implement the work programme of each output of the office of Climate Change Office.

Personnel costs include two staff – A Director, Senior Officer and short term one off Technical Assistance as required.

Director Salary	$50,000
Senior Officer	$30,000
Technical Assistance	$20,000
Operational Costs	$20,000
(power, phone, internet, cleaning, maintenance)	
Establishment Costs (vehicle, office equipment)	$20,000
Year One Workplan includes:	$30,000
(Media, meetings, publications, transport)	
Total costs are expected to be up to	**$170,000**

It is expected that identified funding gaps related to the implementation of the DRM and CC policy and Joint National Action Plan priorities and initiatives may be met through funding opportunities such as the Kyoto Protocol Adaptation Fund proposals currently under development. Government to

Donor Roundtable discussions will also provide opportunities to table these development planning tools for support.

Figure 5 Summary of Year Two Costs

Item	CIGov Contribution	Funding Gap	Total Required for Year Two
Personnel (2 x staff plus TA assistance)			80,000
Establishment			nil
Operations			10,000
Workplan implementation			TBC
Total			90,000

Personnel costs include two staff – A Director, Senior Officer and short term one off Technical Assistance as required.

Director Salary	$50,000
Senior Officer	$30,000
Operational Costs	$10,000
(power, phone, internet, cleaning, maintenance)	
Total costs are expected to be up to	**$90,000**
Year One Workplan includes:	$TBC
(Media, meetings, publications, transport etc)	

Figure 6 Summary of Year Three Costs

Item	CIGov Contribution	Funding Gap	Total Required for Year Three
Personnel (2 x staff plus TA assistance)			130,000
Establishment			5,000
Operations			15,000
Workplan implementation			TBC
Total			150,000

Personnel costs include two staff – A Director, Senior Officer and short term one off Technical Assistance as required.

Director Salary	$50,000
Senior Officer	$30,000
Corporate Services staff x 2	$50,000
Operational Costs	$15,000
(power, phone, internet, cleaning, maintenance)	
Establishment Costs (vehicle, office equipment)	$5,000
Total costs are expected to be up to	**$150,000**
Year three Workplan includes:	$TBC
(Media, meetings, publications, transport)	

Draft Workplan (2011-2014)

1. Results areas may be amended according to Policy outcomes and key strategic goals of the JNAP.
2. Percentage of personnel and operating costs will need to b apportioned to each result area.

THREE YEAR ACTION PLAN FOR CLIMATE CHANGE UNIT (2011-12, 2012-13, 2013-14)
TRANSITION AND ESTABLISHMENT PHASE

Pre Business Plan Establishment Phase
(to be completed by August 31st 2012)

Year	Goal	Workplan Activities	Outcomes	Additional Costs
10/11 – August 11/12	Establish climate change unit	Recruitment and appointment of staff: Director Climate Change Coordinator Set up of functional workspace, administration and operational processes	Staff appointed Functional processes in place	Included in identified funding below.

Governance Transition

Year	Goal	Workplan Activities	Outcomes	Additional Costs
12/13	New Agency mandated.	Legislation in place to mandate new agency (see below) Appointment of Minister and HOM	Staff appointed Functional processes in place	Included in identified funding below.

Mid Term Business Plan Implementation

Result Area	Workplan Activities			Outcomes	New Funding Required
	2011/12	**2012/13**	**2012/13**		
Development of agency strategic plan and related policy	JNAP underpins 3-5 year strategic plan development (Apr 12) Annual Business Plan development → M&E Framework For Plan (May 2012) Baseline Data (May 2012) Implementation & Reporting → Annual Data Collection → Scoping of National CC Policy. (Feb 12) Issues and operational policy development →			Strategic Plan Annual Business Plans M&E Framework National CC Policy	**11/12** Personnel $ Operating $ **12/13** Personnel $ Operating $ **13/14** Personnel $ Operating $

Result Area	Workplan Activities			Outcomes	New Funding Required
	2011/12	2012/13	2012/13		
Strategy development for the coordination and amalgamation of agencies into national office.	Develop a matrix of all CC output and activity in Public Sector - consult on amalgamation Develop institutional framework for new agency (informed by outputs identified in strategic plan). Gain required OPSC/Cabinet approval Amalgamate relevant Energy and Met Service Functions Operate as stand alone agency			Common understanding of current outputs and activitie New Ministry	**11/12** Personnel $ Operating $ **12/13** Personnel Operating **13/14** Personnel $ Operating $

Result Area	Workplan Activities			Outcomes	New Funding Required
	2011/12	2012/13	2012/13		
Programme in place for building an updated Legislative framework for CC including international agreements.	Identify and prioritise legislative requirements (June 2012) Facilitate work with Crown Law to meet legislative requirements (consider sourcing short term TA legislative drafter) → International agreements transferred to CCCI office →			Climate Change Legislation in place International obligations and agreements mandated	**11/12** Personnel $ Operating $ **12/13** Personnel Operating **13/14** Personnel $ Operating $

Result Area	Workplan Activities			Outcomes	New Funding Required
	2011/12	2012/13	2012/13		
Identify and mobilize resources to support all Climate Change activity.	Mid term costing: 3-5 yr (Apr 2012) Funding model options identified Identify relevant donors and development partners, funding criteria and priorities Funding proposals developed to meet resourcing requirements of unit. →			Costing to inform strategic and annual plan. Funding proposals developed, presented and negotiated.	**11/12** Personnel $ Operating $ **12/13** Personnel Operating **13/14** Personnel $ Operating $
	Capacity Assessment and TNA for new agency formulated			TNA Formulated	
	Workforce Plan developed and implemented Development (May 2012) Implementation →			Workforce Plan informs future HR requirements.	

Business Plan Output

It is expected that the Public Service Commission will approve the establishment of the proposed structure within the OPM. The following is a draft business plan output for inclusion in the OPM 2011-12 Business Plan Submission.

Output	***Name/Description***	***Mandate***
Output	Climate Change – Formulate, promote, process, implement and coordinate an integrated approach to addressing climate change through adaptation and mitigation measures. Result Areas in this output include: policy and legislative development strategic programme development line agency coordination resource mobilisation	A Cabinet decision is anticipated on the outcome of the recent Public Service Climate Change Functional Review Report and recommendations. The ensuing cabinet minute will mandate this work. The NSDP also underpins this work through goals 4, 5 and 6. Goal 1 of the DRM National Action Plan is addressed as are priorities and statements of the NESAF and Second National Climate Change Communication. It is expected that the DRM and CC National Policy and CC and DRM Joint National Action Plan will align to these existing mandates. This output reflects government priorities as described in the Cook Islands Party manifesto in relation to Disaster Risk Management (pg 14) and Climate Change adaptation and mitigation (pg 19). At a regional level this output responds to the Pacific Islands Framework for Action on Climate Change 2006–2015 (PIFACC) adopted by Pacific Island Leaders in 2005 Internationally, the Cook Islands is a signatory to the UNFCCC and Kyoto Protocol

- *Policies Within Existing Resources*
- *Policies Requiring New Resources*

This is a new output for which there has not been any budget appropriation to date. In addition to government contribution, it is intended that OPM will source a suitable level of development partner funding to support the workplan of this output for 2011/12. Regional donors have indicated interest in supporting this output through possible alignment of the Kyoto Protocol Adaptation Fund

application. A proposal to negotiate funding support from the Australian Government's PASAP to support the establishment of this output will be prepared to allow for implementation in 2011/12.

Operating Environment

Factors	Discussion
Economic	Climate change threatens to reduce the resilience and capacity of developing countries like the Cook Islands, exacerbate development and environmental challenges and undermine efforts towards economic growth and sustainable development. These midterm considerations need to be addressed from an economic planning outlook. A more immediate consideration is the accepted outcome of climate change of a likely increase in the number and severity of extreme weather events. Apart from the possible loss of life and of livelihoods and the need to provide for recovery, the economic costs of such events are multi sectoral and longitudinal in nature. To date, no budget appropriation has been directed specifically to assist in funding adaptation and mitigation measures to address climate change issues that could save millions of dollars for the country. The challenge for government is to consider whether in the prevailing budget climate it can afford not to begin addressing climate change in a cohesive, comprehensive and coordinated manner.
Legislative and Government Infrastructural Environment	The Cook Islands currently has no discrete legislation on climate change. Relevant existing legislation includes: The DRM Act (2007), Energy Act (1998), Energy Regulations (2006) Meteorological Service Act (1995-96) and the PSC Act 2009. Currently, a range of agencies have responsibility for aspects of work pertaining to climate change. By working towards an integrated approach coordinated by a single agency, the government will achieve: - an elevated profile for climate change - critical mass of public sector expertise and resources - opportunities for collaboration and cooperation

	through a shared organizational framework - overall efficiencies in addressing climate change The Cook Islands Public Sector framework is currently under review and this has some impact on the environment within which the intended new Climate Change agency will develop. The preferred option as outlined in the Newport and Tutangata report (2011) for the amalgamation of current and revised outputs from other agencies will inform this review with respect to Climate Change. The outcome of the current review may require consideration of new courses of action in relation to amalgamation or coordination approaches.
Social/Demographic/Cultural Environment	Climate Change - its risks, required mitigations and adaptations, has a significant impact on our social as well as physical environment. Social as well as economic development must be considered when planning a response to Climate Change. Areas of high risk are subject to migration which in turn affects social structures. Familial support networks are undermined and those most vulnerable in society are put at even greater risk. Long term the impacts on family land distribution, traditional practices and all social service should not be discounted. Another challenge for the agency will be to ensure that it provides quality services in a realistically cost effective manner to isolated communities. A range of strategies will need to be developed to ensure that equitable access to agency expertise, information and resources is available. Ensuring the community's confidence in the government to respond to climate change such as sea level rise, extreme events and energy security will also need to be ensured by the agency. Of particular importance here will be the coordination role of the agency so that government can be assured of valid and reliable information when planning for and responding to such threats.

1.5 SWOT Analysis –

	Initiatives/Comments
Internal Factors	
Strengths: As this is a new office and output, strengths will come from the personnel recruited to achieve the result areas and the expertise currently existing in other agencies. These are currently reflected in the opportunities available to this output.	•
Weaknesses: • No agency currently hold mandate of Climate Change as key responsibility.	• Comprehensive proposal for holistic and integrated approach towards addressing CC across government is under consideration
External Factors	
Opportunities: • New government in place with a manifesto that emphasises sustainable economic development and advocates a healthy and sustainable natural environment • Wide support for well planned coordinated response to climate change from both public sector and civil society • Concentrates and raises profile of national climate change activity • Considerable knowledge, experience and expertise available in other agencies to support this new output. • Increased opportunity for capacity building	• Proposal to address CC to be presented to Cabinet shortly • Suggested framework would lift profile of Climate Change across all sectors • Regional and international donor agencies open to proposals of budget support • Coordination role of new agency will be able to develop networks of local expertise to inform its development • Critical mass of expertise on national, regional and international mandates, programmes and research can be shared more efficiently
Threats: • Continuing absence of government commitment towards appropriating budget funds for programme addressing climate change. • Resistance from current agencies to proposal for integration and central coordination	• Provide detailed briefing on impacts and potential impacts of CC on the economy, infrastructure and people's livelihoods. • Continue to ensure consultation and recognition of current mandates to develop culture of cooperation and multiple ownership. • Will need to consider staff affected by disestablishment /redesignation of post(s).

2.0 Strategy

OUTPUT : 'CLIMATE CHANGE COORDINATION'

2.1 Key Objectives/Core responsibilities:

This output will initiate a three year plan that will culminate in the establishment of a National Office of Disaster Risk Management and Climate Change. The objective of the output is to coordinate and integrate climate change related functions of government. These include meeting local and international obligations, mobilizing resources and managing knowledge and information system.

This will be achieved through ensuring that an enabling environment is in place and maintained for government and the community to engage in climate change issues. Appropriate policy, strategy and legislative, functional and institutional frameworks for the effective implementation and coordination of an integrated approach to climate change nation-wide will be established. Resource mobilization, both financial and human, will be a significant result area of this initial phase.

To date, government's efforts in addressing climate change challenges tends to be piecemeal and fragmented. Fragmentation can be seen in the division of labour within government agencies for international negotiations, reporting obligations, energy, and adaptation activities. There are also a range of partnerships in different sectors including health, agriculture, environment, education, and infrastructure, at multiple levels, especially the community level, working towards outcomes related to climate change. In addition, the total reliance on external assistance for funding work on climate change contributes to the lack of continuity, and therefore sustainability, in work previously developed, undertaken or implemented.

After over a decade of relying solely on external funding sources to supply the resources for addressing climate change issues across the nation, projects funded through a variety of external donor partners have been limited to studies to establish climate related technical and scientific baselines and capacity building. Government's capacity to understand and respond to climate change issues as well as secure external resources has been constrained by the absence of staff specifically assigned to focus full time on climate change.

The development through this output of a National Office for Disaster Risk Management has wide support from both the public sector and civil society. The agency will be able to utilize significant in country expertise to develop a coordinated efficient and effective response to Climate Change. This responds not only to the Cook Islands responsibility regionally and internationally but to many government priorities and intentions as outlined in the NSDP, NESAF, DRM Action Plan and in the government's manifesto.

2.2 Outputs, Result, Measures & Workplans

The result, measures and workplans for this output have been developed on the assumption of a separate output being assigned in OPM for the first year of this programme.

Results		**Measures (Quality/Quantity/Deadline)**		**Work-plan**	
A.	Development of agency strategic plan, related policy and plans (including the DRM & CCA Joint National Action Plan and Sustainable Energy Action Plan)	A1.	Draft CC Policy with Minister's Office for Cabinet consideration by 28 Feb 2012	A1.1	CC policy drafted in conjunction with a working group comprising CPPO, NES, Met Service, MFAI, MOIP, CIANGO, Chamber of Commerce and other key stakeholders in consultation with the NCCCT. Consideration of existing related policy.
		A2	DRM-CC strategy and action plans developed and presented to cabinet by April 2012	A2.1	In consultation with stakeholders: Focus areas and key goals/objectives identified Intended results/outcomes for all stakeholders described Targets developed Possible supporting actions identified
		A3	Monitoring and Evaluation framework developed to support DRM-CC plan by May 2012		M&E framework developed through the identification of indicators, data sources and feedback loops. Baseline data collected.
		A4.	Administrative and Operational processes in place by 31 Dec 2011	A2.1	Develop administrative and operational processes in close consultation with corporate service and others that are closely involved with climate change activities and the development of CC knowledge base
B	Strategy development for the coordination and amalgamation of agencies into national office.	B1.	Output identification formalized by Dec 2011 (nb timing may change dependent on cabinet decision)	B1.1	Utilise agreed proposals and national action plans to identify outputs and key result areas for central agency. Draft transitional output workplans for new agency

		B2.	Organisational Structure submitted to PSC by May 2012 (dependent on cabinet decisions)	B2.1.	Develop organizational structure with consideration to the disestabliment /realignment of current posts as well as new requirements.
C	Programme in place for building an updated Legislative framework for CC including international agreements.	C1	Establish law reform programme in relation to CC with prioritised list of legislation to be addressed over the first 3 years approved by the Law Reform Commission by 30 June 2012	C1.1	Review work already done identifying priority legislative areas to be addressed jointly with other stakeholders and Crown Law
		C2	Scope and initiate work in Climate Change Legislation in line with C1.	C2.1	Identify drafter and resources to support drafting in consultation with Crown Law
		C3	International Agreements relating to Climate Change transferred to the CC Division (timing dependent on individual agreements – all to be completed by June 2013)	C3.1	Work in conjunction with NES, MFAI and Crown Law to ensure the smooth transition of responsibilities to the new unit for international matters relevant to Climate Change
D	Identify and mobilize resources to support all Climate Change activity.	D1	Funding model for CC activity developed by Jan 2012	D1.1	Funding model and framework developed based on Paris principals. Mid term costings calculated.
		D2	Funding proposals for external agencies developed and negotiated based on DRM CC JNAP	D2.1	Funding bodies identified and criteria researched. Key results aligned to funding agencies and proposals developed in line with requirements.
		D3	Mid term Workforce Plan for new agency developed to identify Human Resource requirements (including possible TA/short term contract positions) by May 2012 (to support organizational structure)	D3.1	5-10 year Workforce plan developed in consultation with other key agencies.

Position Descriptions

Descriptions for two positions have been drafted to facilitate recruitment of unit staff within OPM from 1 July 2011. In the first instance, it will be necessary for OPSC to complete a job sizing exercise for each position description to determine salary band. We expect that the director level position will be within the K - L banded range of responsibilities and remuneration. The senior officer position will be in the J band. It will also be a task for the OPSC and OPM to determine by what means personnel will be acquired to undertake these positions. This may include a secondment from within the Public Service or public tender with potential to recruit from overseas or the private sector. Regardless it is expected that priority will be given to recruiting an suitably qualified Cook Islands national.

Director

Title:	Director
Location:	National Office of Disaster Risk Management and Climate Change (Climate Change Coordination Cook Islands)
Accountable To:	Head of Ministry, OPM
Accountable For:	Climate Change Coordination Cook Islands
Date:	July 2011

Nb This Position Description is for a period of two years to represent the responsibilities of the Director during the transitional phase.

The purpose of the National Office of Disaster Risk Management and Climate Change (Climate Change Cook Islands) is to ensure an enabling environment is in place and maintained for government and the community to engage in climate change issues. The office has responsibility for appropriate policy, strategy and legislative, functional and institutional frameworks for the effective implementation and coordination of an integrated approach to climate change nation-wide. Resource mobilization, both financial and human, to meet these outcomes is also within the mandate of the office.

Organisational Values (provided as examples, dependent on values of hosting agency in initial phase).

Efficiency	Innovation
Respect	Support
Honesty	Loyalty
Professionalism	Sensitivity
Flexibility	Equity

Background/Justification

- The CCCI office will provide a coordinated strategic service to the rest of government on all matters pertaining to Climate Change.

- The coordination of services will allow for the effective and efficient use of resources to establish, implement, monitor and evaluate mitigation and adaptation responses to Climate Change in the Cook Islands.

- The achievement of the Joint National Action Plan for Disaster Risk Management and Climate Change and the recommendations of the Public Service Climate Change Functional Review (2011) provide mandate to this office as do the related overarching goals of the National Sustainable Development Plan.

Objectives

- ensure a well organized, effective and coordinated approach to climate change
- secure funding to support climate change activity
- be well informed and professionally responsive to regional and global climate change mandates and conventions
- develop a legislative framework for Climate Change

Key Functional Relationships

Internal

- CEO: OPM
- Other Directors, particularly Policy and Planning and EMCI
- Climate Change Coordinator
- Corporate Services Staff

External

- Other Climate Change related government agencies, particularly NES and Energy
- Climate Change/DRM associated NGOs
- Crown Law
- Donor Organisations
- Regional and International agencies related to Climate Change

Internal Governance Responsibilities

The Director shall be responsible for internal governance in relation to:

- Direct reports to CEO:OPM
- Strategic and Operational planning
- Financial forecasting, planning, management and reporting in relation to the CCCI Division
- Setting Direction for the Division
- Divisional management decisions
- Monitoring and Evaluation of Division

Accountabilities

Key Accountabilities

- Coordinate the development and implementation of a Cook Islands Framework for Climate Change 2012-2016 including related strategic policy and planning documents, legislation and coordination and amalgamation of DRM-CC outputs in the Cook Islands.
- Synchronize government approaches to attracting international financing for climate change adaptation and mitigation measures.

- Build the focus on quality of information and service within CCCI and establish and support quality assurance practices.
- Managing external and internal relationships.
- Adherence to statutory requirements.
- Development of the Annual Business Plan.
- Financial (Budget) Management.
- Quarterly, six monthly and annual reporting.
- Project planning and monitoring.

Key Collective Accountabilities

With other Directors of the agency (to be confirmed):

- Identify and manage organisational risks
- Manage nominated external relationships and represent the Office both nationally and internationally as required.
- Ensure that activities comply with all relevant legislation and ethical standards.

Appointee Specification

Knowledge and Experience

- A minimum of five years of relevant senior public sector management experience including a combination of the following:
  - Policy development, implementation and monitoring
  - Climate Change specific regional and international mandates
  - Strategic programme development, implementation, monitoring and evaluation.
- Previous senior experience in inter-disciplinary agencies
- Previous experience managing organisational change
- Previous experience in identifying and mobilising resources and managing donor relationships

Skills and Behaviours

Key Management Skills

The incumbent needs to demonstrate the following key management skills:

- Collaborative management style
- Open, honest and effective oral and written communication
- Meets deadlines
- Ability to delegate tasks whilst retaining responsibility
- Excellent interpersonal skills
- Future oriented and visionary
- Strong management and leadership skills
- Ability to negotiate and bring consensus
- Ability to plan strategically
- Ability to bring innovative solutions to the delivery and support of outcomes
- Ability to build an effective team
- Ability to retain and build the capacity of staff

Key Technical Skills

The incumbent needs to demonstrate the following key technical skills:

- Excellent understanding of the policy development and management cycles.

- Excellent understanding of the role and development of strategic and operational plans within government sector.
- Excellent understanding of Monitoring and Evaluation frameworks and their use as a planning tool
- Superior understanding of Quality Management Systems – development, implementation, audit and review.
- Superior project management skills including the ability to prepare proposals, meeting papers and reports and manage the work of external consultants.
- Good understanding of global climate change policy and negotiations and some technical understanding of the underlying scientific knowledge associated with mitigation and adaptation.
- Proven ability to work as part of an inter-disciplinary, multi-agency team.

Other Skills and Behaviours

The incumbent also needs to demonstrate:

- Strengths-based leadership, with the ability to collaborate with others to achieve mutually agreed outcomes.
- Strong interpersonal skills including advocacy, public speaking and presenting.
- Ability to deal with risk and crisis management in a structured and calm manner.
- Ability to focus on strategic rather than operational issues.
- Ability to balance practical requirements with leading edge innovation.
- Genuine desire to build an empowering and achieving work environment.
- Desire to undertake challenging tasks in pursuit of long term positive outcomes.
- Ability to think holistically about systems and processes.
- Collaborative approach to the development of quality standards and frameworks.
- Sensitivity towards and understanding of Cook Islands culture.
- Commitment towards positive outcomes in providing high quality information and services to all stakeholders.

Qualifications

- Must have appropriate tertiary qualification in a field relevant to Climate Change and/or Public Sector management (both would be an advantage).
- A postgraduate relevant qualification from a recognised institution is highly desirable.

Description of Services

Policy and Planning Frameworks

Scope and develop a national policy on climate change.
Develop a midterm strategic plan for climate change.
Implement operational and administrative processes in line with corporate and statutory requirements.

Coordination and Amalgamation Strategies

Support the development and implementation of strategies for the coordination amalgamation of Climate Change outputs to a new central agency.

Maintain high level relationships with other agencies to ensure smooth transition programmes

Identify training needs and build capacity of human resources across agencies to be able to fully participate in the work of the new agency.

Legislative Frameworks

Establish a programme of work in relation to Climate Change with prioritised list of legislation to be addressed over the first 3 years.

Work with Crown Law and other related agencies to implement legislative work programme.

Resource Mobilisation

Developing a midterm costing for CCCI.

Develop and present proposals to targeted relevant funding agencies, donors and development partners to secure funding of climate change activity.

Ensure adequate quality human resourcing to meet outputs (including TAs and consultants as required)

Outputs

Output Policy and Planning Frameworks	**Key Performance Indicator (KPI)**
National Policy Development	• National Climate Change policy is developed following full consultation and best practice policy development processes • A process of policy monitoring, evaluation and review is identified.
Mid Term Strategic Plan	• A comprehensive mid term plan identifies goals, targets and results for the new agency • Plan supported with Monitoring and Evaluation framework
Effective Organisational Management	• Organisation and administrative activity in line with Ministry policy and statutory requirements.
Reporting requirements met	• National, regional and international reports submitted.
Output Coordination and Amalgamation Strategies	**Key Performance Indicator (KPI)**
Strategies developed for the coordination and amalgamation of outputs	• Utilising the JNAP as a guide, work with other agencies to develop timelines and workplans to transition outputs to new central agency. • Develop agency profile and ensure information on services is widely disseminated. • Work to maintain positive relationships between agencies and provide efficacy and stability to effected staff.
Training Needs and Workforce Plan completed	• A mid term workforce plan is developed • Training needs assessment identifies capacity gaps in current workforce to be addressed as part of transition process
Output Legislative Framework	**Key Performance Indicator (KPI)**
Work Programme Development	• Prioritised workplan for Climate Change developed and agreed to • Support to Crown Law in implementation of workplan (may

	include resourcing legislative drafting TA)
Output Resource Mobilisation	**Key Performance Indicator (KPI)**
Mid Term Costing	• Costing developed against 3-5 year plan
Donor Liaison	• Proposals developed for budget support to plan • Discrete project funding sought • All donor funding monitored and reported appropriately
Human Resources Management	• Capacity assessment completed and training needs identified • Workforce Plan developed for 3-5 years.

Certification:

…….. <name of HoM>
……..<position of HoM>

Date: ……..

Climate Change Coordinator

Title: Climate Change Coordinator

Location: National Office of Disaster Risk Management and Climate Change (Climate Change Cook Islands)

Accountable To: Head of Ministry, OPM

Accountable For: Climate Change Coordination Cook Islands

Date: July 2011

Nb This Position Description is for a period of two years to represent the responsibilities of the Climate Change Coordinator during the transitional phase

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The purpose of the National Office of Disaster Risk Management and Climate Change (Climate Change Coordination Cook Islands) is to ensure an enabling environment is in place and maintained for government and the community to engage in climate change issues. The office has responsibility for appropriate policy, strategy and legislative, functional and institutional frameworks for the effective implementation and coordination of an integrated approach to climate change nation-wide. Resource mobilization, both financial and human, to meet these outcomes is also within the mandate of the office.

Organisational Values (provided as examples, dependent on values of hosting agency in initial phase).

Efficiency
Respect
Honesty
Professionalism
Flexibility
Innovation
Support
Loyalty
Sensitivity
Equity

Background/Justification

- The CCCI office will provide a coordinated strategic service to the rest of government on all matters pertaining to Climate Change.

- The coordination of services will allow for the effective and efficient use of resources to establish, implement, monitor and evaluate mitigation and adaptation responses to Climate Change in the Cook Islands.

- The achievement of the Joint National Action Plan for Disaster Risk Management and Climate Change and the recommendations of the Public Service Climate Change Functional Review (2011) provide mandate to this office as do the related overarching goals of the National Sustainable Development Plan.

Objectives

- ensure a well organized, effective and coordinated approach to climate change
- secure funding to support climate change activity
- be well informed and professionally responsive to regional and global climate change mandates and conventions
- develop a legislative framework for Climate Change

Key Functional Relationships

Internal

- Director CCCI
- EMCI staff
- Corporate Services Staff

External

- Other Climate Change related government agencies, particularly NES and Energy
- Climate Change/DRM associated NGOs
- Donor Organisations
- Regional and International agencies related to Climate Change

Accountabilities

Key Accountabilities

- Coordination of the climate change programme through the identification, development, implementation and monitoring of the JNAP.
- Supporting other public sector and civil society agencies in developing their own responses to climate change where appropriate
- Supporting the Director in the design and implementation of a transition work plan for the coordination and amalgamation of climate change activities
- Developing and implementing a communication strategy to keep all stakeholder informed of climate change matters.

Appointee Specification

Knowledge and Experience

- A minimum of five years work experience in the climate change arena – preferably in the Pacific region
- Proven experience in:
- participatory methods of project development and implementation
- community awareness programmes and capacity building
- contextualising scientific/technical information to increase accessibility by stakeholders (without effecting the reliability of the information)
- working in inter-disciplinary teams

Skills and Behaviours

Key Skills

- ICT skills
- Developing media releases and utilising a range of communication technologies
- Time Management
- Building positive relationships with a range of stakeholders
- Excellent interpersonal skills and effective communication
- Maintain confidentiality
- Be fair, impartial, responsible and trustworthy

Other Skills and Behaviours

- Be well presented at all times as a representative of CCCI
- Effective administrative skills
- Ability to rise to the challenge of new and difficult tasks in pursuit of long term positive outcomes
- Collaborative approach to the development of quality information and services
- Sensitivity towards and understanding of Cook Islands culture (CI Maori is an advantage)
- Willingness and availability to travel – sometimes to remote locations

Qualifications

- A Bachelor degree in science/applied science with combinations of Geology (coastal), Biodiversity, GIS, Resource Management or other Climate Change related fields.

A post graduate qualification would be an advantage.

Description of Services

Programme Coordination

Identify and develop mitigation and/or adaptation proposals to assist island communities in their efforts to respond to impacts of climate change.

Establish and implement a monitoring process to monitor and evaluate national mitigation and adaptation activities.
Assist communities with support through modelling best practice
Assist the Director in securing funds for programme activities.

Inter Sectoral Support

Support other government agencies and civil society in identifying their own roles and responsibilities in relation to Climate Change
Support other agencies in the development and implementation of plans and activities to address climate change

Transition Workplans

Assist the Director in developing and implementing workplans to coordinate and amalgamate Climate Change related outputs in the public service.

Communication

Develop a communication strategy to ensure relevant information sharing and awareness programmes are implemented
Assist the Director with the preparation of relevant reports on programme outcomes and performance

Outputs

Output **Programme Coordination**	**Key Performance Indicator (KPI)**
Community based proposals developed and implemented	• Communities supported in identifying opportunities to develop responses to Climate Change through mitigation or adaptation programmes • Communities supported in the development of proposals and sourcing of funding • Communities supported in the implementation of programmes
National Monitoring	• A monitoring framework is developed to monitor national activity • Regular monitoring reports are prepared
Output Inter Sectoral Support	**Key Performance Indicator (KPI)**
Matrix Development	• A matrix of inter sectoral opportunities is developed
Role Coordination	• All lines of key driver responsibility established between agencies for responding to climate change
Support	• Other agencies supported through modelling, resource access and information provision in implementing activities
Output **Transition Workplans**	**Key Performance Indicator (KPI)**
Implementation of the recommendations of the Public Service Climate Change Functional Review	• Workplans are coordinated and implemented for the amalgamation of outputs relating to climate change in the public service
Output Communication	**Key Performance Indicator (KPI)**
Communication Strategy	• A communication strategy is developed and approved by the Director
	• A range of media releases and programmes informs multiple stakeholder audiences
Reporting	• National, regional and global reports are completed in a timely manner

Certification:

…….. <name of HoM>

……..<position of HoM>

Date: ……..

Climate Change Related Expertise

There is an increasing network of people involved in the wide range of Climate Change related activities throughout the Cook Islands. This expertise is located from the bottom up at all levels from community, sector and national levels. This includes individuals from a range of Civil Society organizations and groups, the private sector, traditional leaders in island councils, Ui Ariki and the Koutu Nui as well as government agencies.

Below is a list of government officials currently employed as permanent or contracted technical assistance working on Climate Change related activities. Without any designated Climate Change positions in government, the majority of Climate Change activities are dealt with as additional tasks to existing workloads or as donor funded project positions.

Roster of Experts within the Public Service

Name	Current Position	Area of Expertise
Mr Arona Ngari	Director, Meterological Service	Meteorology, Traditional Knowledge MBA
Mr Charles Carlson	Director, EMCI	Disaster Risk Management coordination and policy development
Ms Deyna Marsh	Environment Officer specializing in Environment education and information, NES	Geography & land management Education, public awareness, media Community-based conservation BA
Ms Elizabeth Wright-Koteka	Director, CPPO, OPM	Policy analyst Development planning Project management BA, MA (Hons)
Ms Frances Topa-Fariu	Director, DNHRD	National Human Resource Development DipPSMngt, DAT&E, GDHE Registered Nurse
Mrs Jane Tauraarii	Science Advisor, MOE	National Science Curriculum BED
Mr Joseph Brider	Environment Office	Biodiversity – Ecology MS(to be Conferred)
Mr Keu Mataora	Project Manager, MOIP	Infrastructure Project Management
Ms Lavinia Tama	Budget Analyst MFEM	Climate Change Financing BA Economics
Mr Maara Vaiimene	Deputy Director, Meteorological Service	Meteorology PGD HR Managment
Mr Mata Nooroa	Director, Energy Division, MOIP	Energy Management
Ms Mii Matamaki	Environment Officer, NES	Climate Change Communication BA (Environmental Planning)
Mrs Myra Paitai	Director International Legal Division, MFAI	UNFCCC representation, foreign policy BA/LLB
Ms Pasha Carruthers	Team Leader	V&A and UNFCCC policy Programme/project management BA Archeology, PGD V&A
Mr Paul Maoate	Project Manager	Project management Engineering design BA Civil Engineering
Ms Repeta Puna	Policy Adviser, OPM	Policy Development MA

Mr Tangi Tereapii	National Energy Planner	Energy Planning MBA
Mr Otheniel Tangianau	Secretary, MOIP	Agriculture, Forestry, local government, infrastructure development programme management DipTAg, BSc (Forestry)
Ms Tania Temata	Deputy Director	International Negotiations Environment Programme Management
Mr Vaipo Mataroa	Project Manager	Infrastructure Project Implementation
Mr Vaitoti Tupa	Director National Environment Service	Environment Management MBA
Mr William Tuivaga	Community Education Officer, EMCI	DRM Education, Training and Awareness; Emergency operations coordination; Logistics/Administrative Support; Emergency response plans/procedures Dip Comprehensive Crisis Management Asia/Pacific Counter Security Studies

Draft Cabinet Submission

MEMORANDUM FOR: Cabinet

Rarotonga

PROPOSED ESTABLISHMENT OF NATIONAL OFFICE FOR DISASTER RISK MANAGEMENT AND CLIMATE CHANGE COORDINATION

PREAMBLE

It is well known that for developing countries like the Cook Islands, Climate Change threatens to reduce national resilience and capacity, exacerbates development and environmental challenges and undermines efforts towards economic growth and sustainable development.

In its assessment reports, the Intergovernmental Panel for Climate Change predicted that countries like the Cook Islands would experience extreme weather events resulting in climate risks that include more frequent cyclones with increasing intensity; droughts with increasing severity, frequency and duration; warmer temperatures and sea level rise. Such climate events will bring about high sea levels and extreme wave heights, strong winds and extreme high temperatures, coral bleaching, coastal erosion and damage, wider spread and increased frequency of vector borne diseases, increased salinity of water tables, water shortage impacting on food security, and damage to infrastructure and tourist facilities especially along the coastal fringes.

In the Cook Islands, events such as the unprecedented five cyclones within a one month period in February to March 2005 and Cyclone Pat, a Category 3 Cyclone, with its devastating path through Aitutaki in February 2010, have served to reinforce the accuracy of such predictions. That the Northern Group atolls and the coastal fringes of the higher Southern Group islands will become uninhabitable under such circumstances is also widely recognized in the scientific community. Even if emissions were to be reduced globally to pre-1990 levels, it is not clear whether such reductions would stop global warming in time to prevent increasingly devastating Climate Change-related weather events.

The crosscutting nature of Climate Change, its already visible impact on all sectors of Cook Islands society and its potential for even more debilitating impacts, call for an immediate and effective response from government in creating the enabling environment for the country to more effectively address Climate Change issues.

PROPOSAL

It is proposed that Cabinet approves:

1. the establishment of a National Office for Disaster Risk Management and Climate Change to coordinate the functions of government to be implemented through a phased approach towards an upgraded institutional arrangement for climate change, based on a three year transition period commencing with the establishment of a new, two-person, climate change division in the Office of the Prime Minister from 1 July 2011; and
2. the draft budget and business plan in Appendix 1 with the proposed appropriation of $170,000 for Fiscal Year 2011-2012 being incorporated as part of the budget appropriations for that year.

POLICY DESCRIPTION

A recently concluded three month review of functional arrangements within the government, commissioned by the Public Service Commission (PSC) and funded by the Australian Pacific

Adaptation Strategy Assistance Programme (PASAP), was born out of deep concern that government's approach towards addressing Climate Change tends to be piecemeal and fragmented. Fragmentation can be seen in the division of labour within government agencies for international negotiations, reporting obligations, energy, and adaptation activities. Fragmentation is accentuated by the partnerships in different sectors including health, agriculture, environment, coasts, and infrastructure, and at multiple levels – especially the community level. In addition, the reliance on external assistance for funding work on Climate Change contributes to the lack of continuity in work previously developed, undertaken or implemented.

In 1993 the Cook Islands signaled its concerns to the global community for environmental degradation and global warming by ratifying the United Nations Framework Convention on Climate Change, submitted its initial National Communication in 1999 and emphasized such concerns by ratifying the Kyoto Protocol in 2000. By 2004, the Cook Islands government had endorsed taking an integrated approach to Climate Change and a climate proofing approach to infrastructure. The National Climate Change Country Team was established and an energy policy focused on energy security, efficiency and renewable energy was developed.

The five cyclones of 2005 were a significant turning point for the country providing focused efforts towards the 2007 release of the country's first national 20 year vision - Te Kaveinga Nui, its first National Sustainable Development Plan and preventative infrastructure master plan. By 2009, a National Action Plan for Disaster Risk Management had come into effect, vulnerability and risk assessments were being conducted, and a review of environmental legislation including Climate Change had been carried out. Despite the progress made and commitments undertaken, the institutional arrangements in place have remained relatively unchanged. Climate Change related activities are being implemented on an ad hoc and fragmented basis by various government and non-government organisations with limited coordination, policy guidance and resources.

The institutional arrangements for Climate Change currently include the United Nations Framework Convention on Climate Change (UNFCCC) Political Focal Point at the Ministry of Foreign Affairs and Immigration, the Operational Focal Point at the National Environment Service, and the multi-organisation National Climate Change Country Team (NCCCT) chaired by Meteorological Services and mandated to oversee reporting on Climate Change to the UNFCCC. Work is also underway to establish a joint national action by integrating Climate Change with the 2009 - 2015 Disaster Risk Management National Action Plan.

Overall the review found that the performance of the present administrative system with the existing institutional arrangements is inadequate to meet the current and expected demands on the country's response to Climate Change impacts. The Institutional Structures in their present form:

- accentuate the fragmented implementation of Climate Change-related activities amongst government and non-government agencies
- highlight that the National Environment Service (NES), as a natural progression of its mandate for the administration of the Environment Act which does not include Climate Change, has been regarded as the referral point for matters relating to Climate Change amongst both the government and non-government agencies
- verify the underutilized role of the National Climate Change Country Team (NCCCT) as a coordinating mechanism for inputs into significant, externally funded projects
- confirm that the non-government sector, including island councils, plays an integral yet understated role in addressing Climate Change matters and looks to government to take the lead and coordinate the national approach to Climate Change at all levels.

The review also found:

- the absence of any designated post for Climate Change activities within government except for the Director and Education and Training Officer in EMCI who's primary focus is directed to emergencies (e.g. tropical cyclones)
- limited capacity to mobilize resources through preparing proposals for funding, negotiating delivery through nationally led funding mechanisms and coordinating aid flows
- the presence of small pool but high level of Climate Change related expertise and increasing Climate Change related experience in the public service and civil society
- a strong skill base in international negotiation and increasing expertise in large-sized project management.

In relation to creating an enabling environment the review found:

- an absence of legislative and policy direction to guide Climate Change related efforts at national level
- low priority accorded to renewable energy in recent years
- innovation to develop joint national action plans for Climate Change and DRM
- 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 Climate Change-specific national budget allocations
- a need for continued capacity building across all sectors and extending to the delivery of activities is needed particularly as focus shifts towards implementation

Through a highly consultative process over the past month involving all stakeholders culminating in a week of climate change adaptation workshops from 28 February to 4 March 2011 including representation by Mayors and Island Secretaries from our Pa Enua, the review concluded that there is a strong desire from all stakeholders for a coordinated approach in addressing Climate Change and a strong preference to establish a stand-alone agency with a national governance body as the basis of the institutional arrangement.

The recommendations of the review are designed to improve integration of Climate Change and DRM issues, are prioritized according to urgency and easy implementation, and are in line with priorities set in existing planning framework and policies such as the National Sustainable Development Plan (NSDP) and the Medium Term Budget Framework (MTBF) as well as the government pledge to prioritize disaster risk management and issues of Climate Change adaptation and mitigation.

The review recommendations are:

- Create an enabling environment by adopting a no risk approach to mainstreaming Climate Change in achieving development outcomes through enhanced legislative, policy, development planning, budgetary and institutional frameworks. The priority is to put in place the legislative and policy framework within which the institutional arrangements will function.

- Take a phased approach towards establishing a standalone entity over a three year timeframe. This will enable government a window to oversee its establishment during a parliamentary term and enable incremental and sustainable approach to mobilizing resources. Three steps to this approach includes Year one – create a division within the OPM, Year Two – amalgamate related functions from Energy Division, Meteorological Service and Emergency Management Cook Islands. Year Three – establish a National Office of Disaster Risk Management and Climate Change Coordination.

- Prepare the necessary legislation to give effect to the arrangement as provided from the 2006 review of environmental legislation and institutional arrangements. This will include reprioritizing and developing work plan and obtaining drafter, consolidating the role of the national Country Team mechanism and associated institutional arrangements.

- Undertake necessary appropriation though the budget process to secure local funding and develop programme for external support using national preferred funding mechanisms and aid modalities

- Carry out necessary policy work to develop national climate change policy including policy analysis on the response approach to the Joint National Action Plan for Disaster Risk Management and Climate Change Adaptation.

The overall purpose of the proposed arrangement is to ensure an integrated approach towards addressing Climate Change impacts throughout the country. The purpose of the stand-alone agency is primarily to coordinate the functions of government. Details of a phased approach towards an upgraded institutional arrangement are based on a three-year transition period.

This new entity takes the functions and outputs of EMCI, Met Service, Energy Division and proposed NES Climate Change outputs with the addition of corporate services. It brings together Climate Change mitigation and adaptation/DRM functions of vertical and horizontal coordination and communication, policy and programme planning and development, information and database management, monitoring and reporting, research and risk assessment, and resource mobilization. Focused on national coordination and integration of Climate Change, the objectives and outputs may include:

- Increase Cook islands resilience by strengthening national capacities for climate change, adaptation and mitigation
- Develop a national Climate Change legislation, national policy and strategic action plan linked to NSDP, MTBF, 2NC and NESAF
- Support Climate Change considerations integrated into national and sectoral policies and plans
- Coordinate and source funding opportunities and mechanisms
- Coordinate stakeholder capacity to manage implementation of Climate Change initiatives at all levels including information, awareness and education initiatives
- Monitor meteorological systems
- Communicate observation predictions
- Implement early warning systems in responding to natural disasters and emergencies
- Establish disaster risk reduction, regulations, plans and procedures
- Maintain efficient structure for managing disasters and emergencies
- Coordinate and monitor the implementation of sustainable energy action plan
- Maintain central database of Climate Change activities and funding sources
- Facilitate risk analysis and assessment provisions
- Strengthen Legislation and policy and planning frameworks (eg: 2003 energy policy)

This approach intends to build a critical mass by bringing together local public sector expertise into a central national hub. It will focus on supporting efforts already being undertaken by existing ministries, NGOs and Island Administrations. It will add support by increasing outreach, collaboration

and partnerships with stakeholders within line ministries, sectors, NGOs, and outer islands administrations and councils and improving access to advice, data and resources.

This approach also recognises Climate Change is a development issue impacting on environmental, economic, and social concerns.

With all integrating and coordinating Climate Change & DRM functions consolidated in one 'entity' the risk that cross-sectoral collaboration will decrease is expected to be minimal. Line ministries such as Education, Health, MOIP and others like Red Cross and Te Rito Enua Inc will maintain responsibility for sector level planning research and activity implementation within their respective sector and communities of concern as well as participating in a single national governance and coordination mechanism.

Establishment would take place over a three year period. Year one would involve establishing a two person unit within OPM with Director and Senior officer level technical assistance. The unit will lead the transition process, set up the associated operating environment and strategic policy and legislative requirements. Year Two will focus on amalgamating the related functions from the Energy Division, Meteorological Service and EMCI. Year Three – establish a national entity of Disaster Risk Management and Climate Change Coordination based on the identified outputs and result areas development and aligned to national priorities.

As the National Environment Service (NES) is neither a ministry nor a SOE, the proposed Climate Change division would be placed in the OPM as an output in the phasing in period. Given the impacts of Climate Change on biodiversity, which is a contributor to climate change, there is a need to maintain the links between NES and the Climate Change unit. This option proposes the Director for the NES be the deputy chair of the national Combined Country Team. This would also retain the reporting link to the Minister for the Environment.

Capacity Development – remains important in establishing a Climate Change office ensuring a focus on individual, organizational, and systems needs related to coordination, communication, policy development, risk assessment, resource mobilization, and monitoring and reporting. For example, this would include setting up an information database as well as developing within the unit funding proposal preparation skills. Institutional arrangement capacity development would need to focus on project management at local, sectoral and national levels as well as focusing on developing technical capacity skills.

Personnel for the national entity are expected to include up to 18 full time equivalents. This draws together the 14 existing positions from those within Met Service, EMCI, Energy includes 4 new positions for the Climate Change Unit. Options for additional staff can be sourced through seconding suitable expertise from within existing agencies from the public and private sectors as well as NGOs. Capacity can also be increased by offering internships to entry level personnel.

The draft 2011 – 2014 Three Year Workplan for the proposed entity and draft Business Plan Output for Year One is in the Appendix.

CONSISTENCY WITH NATIONAL PRIORITIES

The review proposals are in line with priorities set in the existing national planning framework and policies such as the National Sustainable Development Plan (NSDP) goals 4, 5 and 6; the Medium Term Budget Framework (MTBF); the National Environment Strategic Action Framework (NESAF) priority 3.3.1; the Second National Climate Change Communication to the UNFCCC (pp. 71-72); and

the Disaster Risk Management National Action Plan Goal 1 as well as the government pledge to prioritize disaster risk management and issues of Climate Change adaptation and mitigation. It is also aligned to the Broad Strategic Priority 3. Reduce the cost of doing business and cost of living, and increase the disposable income of our people; 4 – Re-orientate the public sector to better support and respond to the needs of the economy and 5 – Develop infrastructure that will support economic growth.

LEGISLATIVE IMPLICATIONS

It is anticipated that legislation to establish the new entity will be drafted in the first year of operations. A 2006 review of environment related legislation and institutional arrangements will also be prioritised in relation to climate change in the first year by the new Division for implementation.

AGREED COSTING

a) **Current Year Funding** – No implications on the current budget
b) Fiscal impact on the **forthcoming budget year** - $170,000 as outlined in the Appendix with up to $130,000 that can be accessed through the Australian Government's PASAP.
c) Fiscal impact on the estimated budget balance for the **following two fiscal years**. Year 2 is costed at $90,000 and year three at $130,000. Details in the Appendix 1.

SOCIAL/ENVIRONMENTAL IMPACTS

Implementation of the proposals is expected to contribute significantly to improving the social, environmental and economic outlook of the country as a whole.

CONSULTATION

A list of stakeholders consulted is attached as Appendix 2.

PUBLIC RELATIONS

COMMENTS

1) Comments from the **Chief of Staff** of the Office of the Prime Minister

2) Comments from the **Financial Secretary** of the Ministry of Finance and Economic Management

3) Comments from the **Solicitor General**

4) Comments from the **Public Service Commissioner**

RECOMMENDATIONS

It is respectfully recommended that Cabinet:

Notes the findings and recommendations of the OPSC-commissioned Cook Islands Functional Review of Climate Change and Institutional Structure Development;

Approves the establishment of a National Office for Disaster Risk Management and Climate Change to coordinate the functions of government to be implemented through a phased approach towards an upgraded institutional arrangement for climate change, based on a three year transition period commencing with the establishment of a new, two-person, climate change division in the Office of the Prime Minister from 1 July 2011;

Endorses the draft budget and business plan in Appendix 1 with the proposed appropriation of $170,000 for Fiscal Year 2011-2012 being incorporated as part of the budget appropriations for that year; and

Requests the Public Service Commissioner, Financial Secretary, Chief of Staff and Director of the Environment Service to facilitate the implementation of the foregoing.

SIGNATURE OF MINISTER

PASAP Cook Islands country-led activities.

The Government of Cook islands is working towards establishing an enabling environment and institutional arrangement in response to Climate Change impacts. Recent initiatives include the development of a Joint National Action Plan for Disaster Risk Management and Climate Change Adaptation, the drafting of a Climate Change and Disaster Risk Management Policy and related legislation, exploration of sustainable funding mechanisms and institutional strengthening of Public Service Institutional Arrangements.

Following the completion of PASAP supported Public Service Climate Change Functional Review, the Newport & Tutangata (2011) report has recommended the establishment of the National Entity for Disaster Risk Management and Climate Change Coordination through a three year phased approach. Subject to Cabinet approval and PSC directive, the OPM will take steps to establish the year one workplan which includes recruiting suitable staff and developing the work programme for phasing in the new office.

It is proposed that this proposal be advanced ahead of full scoping of Cook Islands led /PASAO proposals.

Project short title	Climate Change Institutional Structure Development
Project leader(s)	Dorothy Pokura Acting Chief Executive Officer, PSC
Proponent organisation	Public Service Commission (PSC) (and Office of Prime Minister involved)
Resources requested for 2010-2011 (EFTs and additional costs)	Contract with PSC/OPM (to be confirmed) for 12 months contribution of staffing and operational costs (including workplan and some establishment costs). Staffing will preferably be Cook Islands Nationals. In order to establish the coordination and integration of Climate Change related functions within the Public Service, implementation costs to establish Phase One – Climate Change Coordination Divsion within OPM are set out below.

Item	CIGov Contribution	Funding Gap	Total
Personnel (2 x staff plus TA fund)	30,000	70,000	100,000
Establishment	5,000	15,000	20,000
Operations	5,000	15,000	20,000
Workplan implementation	In Kind	30,000	30,000
Total	NZ$40,000	NZ$130,000	NZ170,000

Funding Gap sought through PASAP contribution – Total AUS$100,000

Staffing required	1 FTE for first year of three year phased approach to developing National Entity for Disaster Risk Management and Climate Change Coordination Plus Technical assistance funding to carry out one off short term activities as part of implementing business plan output.
Project description	*Background* *The current approach of the Government of the Cook Islands to addressing*

	climate change matters tends to be piecemeal and fragmented due to the division of labour within government agencies for international negotiations, reporting obligations, energy, and adaptation activities and partnerships in different sectors including health, agriculture, environment, coasts, and infrastructure at multiple levels especially the community level. It is the recommendation of the Functional Review report to establish a national entity for Disaster Risk Management and Climate Change Coordination bringing together national coordination and integration functions of Energy, Meteorology, DRM and CC under one umbrella agency. This is proposed to be phased in over a three year period. **Project concept** The proposed project will address the need for better organisation to facilitate effective adaptation to climate change by establishing sustainable measure. These measures will: • Reduce fragmentation • ensure a coherent and consistent policy approach • deliver measurable implementation of climate change activities, and • secure support for placement of appropriate technical capabilities. The CEO of OPM and PSC CEO will liaise with DRM AC, the NCCCT and PASAP in implementing the DRM and CCC business plan outputs. The workplan, business plan output is appended.
Project deliverables	The proposed project will produce: 1. Performance that secures support from PASAP programme for the first years operation towards building enhanced institutional capacity.
Project tasks	1. Work with the Cook Island Government Ministries to implement the findings of the report, particularly those focused on climate change adaptation coordination and integration for a period of 12 months.

Appendices

MANGOES IN JULY
Report on Cook Islands Public Service Climate Change Functional Review and Institutional Structure Development

Christina Newport and Tamarii Tutangata
For Cook Islands Office of the Public Service Commissioner

March 2011

APPENDICES

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TERMS OF REFERENCE

CLIMATE CHANGE FUNCTIONAL REVIEW AND INSTITUTIONAL STRUCTURE DEVELOPMENT CONSULTANCY

Background

Existing Arrangements

Currently the approach of the Government of the Cook Islands to addressing climate change matters tends to be piecemeal and fragmented due to the division of labour within government agencies for international negotiations, reporting obligations, energy, and adaptation activities and partnerships in different sectors including health, agriculture, environment, coasts, and infrastructure, at multiple levels especially the community level. In addition, funding for work on climate change is reliant on external assistance contributing to lack of continuity in work previously developed, undertaken or implemented.

The existing institutional arrangements for climate change include the United Nations Framework Convention on Climate Change (UNFCCC) Political Focal Point at the Ministry of Foreign Affairs and Immigration, the Operational Focal Point at the National Environment Service, and the multi-organisation National Climate Change Country Team (NCCCT) chaired by Meteorological Services and mandated to oversee reporting on climate change to the UNFCCC. Climate change related activities are being implemented on an ad hoc basis by various government and non-government organisations.

It is the preference of Government not to have new ministry to address climate change but to accommodate and strengthen the functional roles within the broader existing government framework. Further background on key stakeholders along with some of their relevant activities are elaborated in the Annex.

Pacific Adaptation Strategy Assistance Programme (PASAP)

The Pacific Adaptation Strategy Assistance Programme (PASAP) is an Australian Government funded program to strengthen partner country capacity to assess vulnerability to climate change and develop evidence-based adaptation strategies.

In response to requests for proposals to be funded under the PASAP, the National Environment Service were successful in seeking assistance to enable the Cook Islands to undertake a functional review of institutional arrangements related to climate change towards an enhanced institutional structure for adaptation implementation, including international negotiations, national strategy and policy development, project proposals and management, incorporation of traditional knowledge, and education and awareness raising.

Objectives

This 3 month consultancy will conduct a functional review of institutional arrangements related to climate change with a view to determining where and how climate change best fits within the overall existing Public Service, and identifies enhancements to the institutional structure(s) that

- reduces fragmentation
- ensures a coherent and consistent policy approach
- delivers measurable implementation of climate change activities
- secures support for placement of appropriate technical capabilities

In relation to the objective, the consultancy is expected to develop job descriptions and costing for the proposed enhanced structure, and liaise with NCCCT and PASAP towards implementation.

Outputs

- Project plan and timeframes for the completion of specific tasks within the Project Consultancy is agreed with CEO of OPSC in consultation with the National Climate Change Country Team.
- Report on the review of functional roles related to climate change and of best practice options from the Pacific and the rest of the world tabled
- Report on consultations with individual stakeholders including their recommendations for a consistent policy approach and measurable indicators for future climate change work.
- Proposed enhanced institutional structure to address climate change, including placement, job descriptions and sizing, schedule of implementation, and costing
- Workshop at which strategic choices and recommendations for enhanced institutional structure are presented and discussed
- Cabinet submission on enhanced institutional structure drafted and tabled
- Roster of climate change technical and policy experts within Government.

Specific Tasks

- Undertake stakeholder consultations
- Functional review of national climate change administration looking especially at:

THE PRESENT ADMINISTRATIVE SYSTEM

- Climate change in the legislative system in CKI
    - Including policy guidelines adopted by Cabinet in 2005 and those related to climate change and disaster risk management.
- Administrative Structures in CKI
- Competencies and resources required
- The resources available: human and financial

THE PERFORMANCE OF THE SYSTEM

- The policy functions
- The legislative functions
- Implementation functions
- The regional and international cooperation functions
- Conclusions

DISCUSSION OF STRATEGIC CHOICES

- Review best practice approaches to national administration of climate change elsewhere in the region and the world.
- Identify the key policy issues the climate change institutional arrangements for the Cook Islands aims to address in order to scope the scale of risks associated with projected climate change; aid in the identification of priorities for adaptation; support the development of a national adaptation strategy and policies.
- Analyse best longer term institutional arrangements for climate change within government structure, building on the National Capacity Self Assessment (NCSA), National Sustainable Development Plan (NSDP) and other relevant national and sector strategies
- Identify institutional and capacity needs for climate policy context, including strategic programme development (nature and place of climate change adaptation in relation to development and disaster relief to foster integration across government)
- Assess the need to strengthen Climate Change/DRM data availability and forecasting capability, to strengthen cooperation between CCA/DRR in development planning and implementation activities, and to build general public awareness;
- Provide recommendations to improve integration of Climate Change and DRM issues;
- Include current status of Climate Change and DRM entry points of major line ministries and recommend relevant improvements;
- Ensure that proposed interventions are in line with priorities set in existing planning framework and policies;

- Discuss and receive feed-back from key stakeholders, including research institutions, line ministries and other development partners;
- Prioritize proposed interventions in according to urgency and easy implementation.

RECOMMENDED INSTITUTIONAL STRUCTURE CHANGES

- Recommended measures
- Institutional changes at the various levels
- Appreciation of the major changes.

IMPLEMENTATION IMPLICATIONS

- Legal prerequisites
    - Include an assessment of line ministries and OPSC procedures for Climate Change screening/proofing of new national and international projects and programmes;
- Human resource allocations
    - identify institutional arrangement requirements including best placement of staff
    - Include recommendations for Climate Change and DRM in existing and up-coming NSDP and sector policies/action plans;
    - Draft appropriate job descriptions that is aligned towards the achievement of national climate change policy objectives
- Budgetary consequences.
    - Develop a business plan with clear output descriptions for 2011/12 financial year
    - Identify mode of support (salary top-ups, junior staff, interns, consultancies etc), and job sizing including salary scale requirements etc
    - Identify options for basket funding of proposed institutional arrangements, projects and other funding

PHASING-IN OF THE INSTITUTIONAL STRUCTURE

- The approach
- Road-map to the new institutional structure
    - Prepare a list of climate change expertise within the Public Service
    - Organise a workshop to present and discuss strategic choices and recommendations for enhanced institutional structure
    - With OPSC/OPM prepare proposal on enhanced structure for submission to Cabinet
    - Through NCCCT, liaise with PASAP Project to meet criteria and secure follow up year of direct salary support for climate change adaptation capacity building initiatives.

Schedule and Placement

The consultancy is for 3 months to be completed by 28 February 2011.

The consultant will be based with the Public Service Commissioner's Office

The consultant will be responsible to Priscilla Maruariki, Chief Executive Officer, Office of the Public Service Commissioner for day to day operations.

The consultant will provide regular update reports (fortnightly) to the National Climate Change Country Team through its Secretariat NES.

All draft and final reports required under the consultancy should be tabled with the Public Service Commissioner and the PASAP Project Manager.

Qualifications and Experience

- Experience undertaking functional reviews
- Understanding of the Pacific Context

- Knowledge of relevant Cook Islands legislation, institutional arrangements, policies and procedures
- Some understanding of climate change in relation to implications for national administration
- Experience in organizing individual and public consultations
- Ability to work as part of a multi-disciplinary team, often operating under tight deadlines and timetables
- Excellent oral and written communications skills, including the ability to prepare reports, presentations and briefing materials
- Degree in environmental policy/science, development studies, social or any other relevant discipline

Climate Change Activities

The following is a list of Climate Change adaptation activities. These activities were identified as part of the scoping tasks in developing the DRM and CCA Joint National Action Plan (Timmermans, 2010).

PROJECT NAME	TIME FRAME	FUNDER /IA	DETAILS
National Capacity Self Assessment (NCSA)	2006 - 2009	GEF	Looked at capacity needs to address UN Multilateral Environmental Agreements, UNCCD, UNCBD and UNFCCC. *Development and Final Report*, May 2009.
Assessment of Impacts and Adaptation to Climate Change (AIACC)	2002 -2005	GEF	Regional project. To build in-country research capacity for monitoring and assessments using new integrated assessment approach. The intention was to use the method to conduct three case studies representing low atoll, high volcanic and large island situations.
Climate Change Adaptation Programme for the Pacific (CLIMAP)	2002 - 2005	ADB	Regional project. To enhance adaptive capacities and resilience through risk assessment, adaptation planning and policy development and by identifying ways of "climate proofing" infrastructure, community and other development initiatives. In 2003 the CLIMAP program assisted with the climate proofing of the design of the Avatiu Harbour and the breakwater for the newly developed Western Basin in Rarotonga.
Capacity Building for the Development of Adaptation Measures in Pacific Island Countries (CBDAMPIC)	2002 - 2005	SPREP	Broad aim of increasing the ability of Pacific Island people to cope with climate change. Focused on the issue of rainwater harvesting on Aitutaki.
Cook Islands Second National Communications Project	2006 - 2010	GEF UNDP CIG	A number of enabling activities including island Speicifc Vulnerability an Adaptation Assessments for Mauke, Mitiaro and the Community of Ngatangiia (Rarotonga)
National Adaptation Planning Assistance	2009 - 2011	Gov. of Italy	Preparation of a Joint Climate Change Adaptation and Disaster Risk Management National Plan of Action
The Pacific Adaptation to Climate Change (PACC) NZ800K for Cook Islands over 5 years	2009 - 2013	GEF UNDP SPREP	To develop an Integrated Coastal Management Framework for the Cook Islands using an extensive process of assessments, training and consultations. ICMF scheduled for completion in 2013. To develop guidelines and to demonstrate how to integrate CC into coastal development planning (all relevant sectors) by conducting detailed studies

			(V&A + technical) at one pilot site (Mangaia harbour?). To build a comprehensive communications and awareness of PACC at all levels. This project demonstrates a good working relationship between agencies and departments. NES developed the proposal and MOIP is implementing it.
Technology Needs Assessment – Adaptation 2009 (TNA-A)	2009	NES	Commissioned by the NES under the 2nd Nat. Comm. as an enabling activity, this study looked at the technology needed for Adaptation to Climate Change in Health, Water, Agriculture, and the Coastal Zone (inclusive of Infrastructure, Tourism and Biodiversity). It also looked at Mitigation Technology Needs.
Development of Sustainable Agriculture in the Pacific.	2007 – 2009	FAO	Produced a case study report of Climate change and Food Security for the Cook ISlands. Commenced trial planting of certain crop type
Food Security for Sustainable Livelihoods Programme (FSSLP).	2010 -	FAO	A Food Security Assessment is currently being compiled for the Cook Islands. Focused in the Southern Group of islands
Preparedness for Climate Change Programme	2009 -	CI Red Cross	Various activities planned for the Outer Islands e.g. documenting traditional methods of food preparation The CIRC has also programmed to start Vulnerability Community Assessments for each of the outer islands where the Assessments have not been completed
Managing Climate Change Risk in Cook Islands' Vulnerable Communities (ADB-SGA-WWF)	2010	ADB Small Grants WWF	A pilot in 3 communities (Arutanga-Ureia in Aitutaki, Matavera and Rua'au districts in Rarotonga), carrying out participatory climate risk assessments using GIS, in order to develop methods and tools.
Community-centered Sustainable Development Programme			Supported by UNDP, Sustainable Village Development Plans has been developed in Pukapuka and Mitiaro islands, and similar exercises are being planned in Rarotonga. These plans created good momentum for community engagement and participatory processes, and identified community needs and plans in agriculture, water, and coastal issues, but without integrating climate risks, and providing funds for actual implementation.
Enhancing resilience of	2011 -	Kyoto	The project design is based on an inter-linked three-

communities of Cook Islands through integrated climate change adaptation and disaster risk management measures	2015	Protocol Adaptation Fund	pronged approach that combines a greater emphasis on Island-level work, institutional strengthening at all levels, and improved knowledge management.
Public Service Functional Review	2010 – 2011	PASAP Gov. Australia	Carry out a Climate Change functional review of the existing Public Service institutional arrangements and provide support to improved institutional structures.

List of Respondents

Name	Position	Organisation
Alex Henry	Human Resource Manager	Office of Public Service Commission
Apii Timoti	Chief Executive Officer	Te Aponga Uira
Arona Ngari	Director	Cook Islands Meteorological Service
Aukino Tairea	Secretary	Ministry of Transport
Bim Tou	Chief Executive Officer	Ports Authority
Bredina Drollet	Secretary	Ministry of Internal Affairs
Carmen Temata	Senior Performance Analyst	Office of Public Service Commission
Charles Carlson	Director	Emergency Management Cook Islands
Dallas Young,	Manager	Budget and Economic Planning, MFEM
David Ngatae	President	Cook Islands Climate Alliance Network
Don Dorrell	Coastal Engineer	Private Sector Consultant
Donye Numa	Consultant	Ministry of Infrastructure & Planning
Gail Townsend	Chief Executive Officer	Ministry of Education
Garth Henderson	Acting Secretary	Ministry of Finance & Economic Management
Imogen Ingram	Secretary	Island Sustainability Alliance Cook Islands
Jackie Evans	Programme Manager	Te Ipukarea Society
Jane Taurarii	Education Adviser	Ministry of Education
Jim Armistead	Acting Director	Aid Management Division, MFEM
Jim Gosselin	Secretary	Ministry of Foreign Affairs & Immigration
Joe Brider	Environment Officer	National Environment Service
Lavinia Tama	Budget Analyst	MFEM
Liz Koteka	Director	Policy and Planning, OPM
Maara Tetava	Commissioner	Cook Islands Police
Mata Nooroa	Director	Energy Division, MI&P
Mii Matamaki	Environment Officer	National Environment Service
Mona Matepi	Chief Executive Officer	Te Rito Enua
Navy Epati	Commissioner	Office of Public Service Commission
Niki Rattle	Secretary General	Cook Islands Red Cross
Otheniel Tangianau	Secretary	Ministry of Infrastructure & Planning
Pasha Carruthers	Team Leader	National Environment Service
Peter Tierney	Programme Coordinator	New Zealand Aid Programme
Poko Heather	Performance Analyst	Office of Public Service Commission

Priscilla Maruariki	Chief Executive Officer	Office of Public Service Commission
Tania Temata	Deputy Director	National Environment Service
Te Tika Mataiapo Dorice Reid	President	Koutu Nui
Teariki Rongo	Coordinator	GEF -Small Grants Programme
Teresa Manarangi-Trott	Vice President	Cook Islands Chambers of Commerce
Vaitoti Tupa	Secretary	National Environment Service
William Tuivaga	Community Education officer	Emergency Management Cook Islands