



Rarotonga Safety Shelter Programme Framework 2024

Cook Islands Investment Corporation

Emergency Management Cook Islands, Office of the Prime Minister

Contents

1. Document Purpose	3
2. Background and Context.....	3
2.1 Review of Safety Shelters on Rarotonga (RSSR)	3
2.1.1 Review of Safety Shelters on Rarotonga (RSSR 2017)	3
2.1.2 Rarotonga Safety Shelter Review Project (RSSR 2022)	3
2.1.3 Rarotonga Safety Shelters Pilot	5
2.2 Lessons Learned	6
2.2.1 RSS Fund Framework	6
2.2.2 Grant funding agreement requirements	6
2.3 Rationale	6
2.4 Stakeholders	7
2.5 Consistency with Existing Policies/Strategies	7
3. Scope of Support.....	8
4. Management and Governance Arrangement and Structure.....	8
5. Procurement Arrangements	9
6. Implementation	9
6.1 Communication.....	9
6.2 Application Process	9
6.3 Prioritisation.....	10
6.4 Execution.....	10
6.5 Fund Dispersal.....	10
6.6 Completion.....	10
7. Results Measurement and Monitoring.....	11
8. Risk Management	12
Appendix A: Stakeholder Analysis.....	14
Appendix B: RSSP Handout	16

1. Document Purpose

The purpose of this document is to outline the guiding principles and detailed steps for the consistent roll-out of the Rarotonga Safety Shelter Programme. It aligns with the Concept Note and Activity Planning Document for this activity and builds on lessons learned from a pilot programme.

2. Background and Context

2.1 Review of Safety Shelters on Rarotonga (RSSR)

There have been a number of initiatives over the years to ascertain which buildings on Rarotonga can be utilised as safety shelters on Rarotonga in case of an emergency.

2.1.1 Review of Safety Shelters on Rarotonga (RSSR 2017)

The Review of Safety Shelters on Rarotonga Report (RSSR 2017) conducted in 2017 was aimed at increasing the number of approved and certified safety shelters on Rarotonga. The RSSR 2017 came about following the Joint National Action Plan for Disaster Risk Management and Climate Change Adaptation (JNAP).

Strategic Area 3 of the JNAP highlighted the need to ensure that public have access to safe places during natural disasters like cyclones and tsunami and to strengthen the system of emergency Safety Shelters and their management on Rarotonga. The practice in the past has been to utilize CIG properties like schools, church buildings and community halls during an emergency or a disaster. However, there were concerns that many of these schools including community halls are not safe and fit for safety shelters.

RSSR 2017 set out to assess current and possible safety shelters across the fifteen (15) districts on Rarotonga to cater to communities and population sizes in preparation for times of natural disasters. Results of the assessments developed an implementation method, budget and work schedule for the proposed upgrade and renovation work.

2.1.2 Rarotonga Safety Shelter Review Project (RSSR 2022)

The Rarotonga Safety Shelter Review Project builds upon the data collected in 2017 and updated shelter data and information screened initially in 2017. The scope of services identified potential safety shelters on Rarotonga for maintenance and/or upgrade to adhere to the 2019 Cook Islands Building Code and relevant safety shelter guidelines.

The original 2017 study identified 27 potential safety shelters spread across the Puna of Rarotonga. In the RSSR 2022, following a further screening process, robust prioritization ranking and discussions between CIIC and EMCI, 18 “Puna Shelters” were identified and selected for maintenance and renovation (see Table 1).

Priority Order	SELECTED SAFETY SHELTER	PUNA	FACILITY CAPACITY (1.5m2/p (# of People))	RISK CATEGORY (Repair Work)	SHELTER CONDITION ASSESSMENT	ESTIMATED COST(NZD\$)	EXTENSION ESTIMATED COST (NZD\$)
1	Ngatangia CICC Sunday School Hall	Ngatangia	168	1	2	\$ 199,549.30	\$ 44,352.00
2	Arorangi CICC Sunday School Hall	Akaao	414	1	2	\$ 481,868.00	
3	Titikaveka Kent Hall	Titikaveka	375	1	3	\$ 115,607.36	\$ 51,321.60
4	Nikao CICC Hall	Nikao/Panama	279	1	3	\$ 180,000.00	
5	Ngati Uritaua Hall	Ruatonga/Avatiu/Atupa	247	1	1	\$ 475,200.00	
6	Takuvaine Meeting House	Takuvaine/Tutakimoo	73	1	1	\$ 475,200.00	
7	Matavera Catholic Church	Matavera	80	2	3	\$ 158,085.65	\$ 158,400.00
8	Muri Meeting House	Ngatangia	103	1	2	\$ 144,695.25	
9	Titikaveka Catholic Church	Titikaveka	360	1	2	\$ 358,131.80	
10	Matavera CICC Sunday School Hall	Matavera	305	2	4	\$ 61,916.80	
11	Arorangi Sports Club House	Akaao	439	1	3	\$ 121,690.32	
12	Youth With A Mission Hall	Titikaveka	1,777	1	1	\$ 686,497.50	
13	Pokoinu Meeting House	Nikao/Panama	66	2	3	\$ 146,523.50	
14	Rangiora Meeting House	Nikao/Panama	70	1	3	\$ 125,471.00	
15	Tupapa Meeting House	Tupapa/Maraerenga	58	1	2	\$ 114,163.36	
16	Kavera Meeting House	Murienua	45	1	2	\$ 156,367.70	
17	Tupapa Maraerenga Meeting House	Tupapa/Maraerenga	78	1	1	\$ 370,656.00	
18	Ngatangia LDS Church	Ngatangia	136	1	3	\$ 114,354.10	
TOTAL POPULATION			5,073			\$ 4,485,977.64	\$ 254,073.60
						Puna Shelters Total Cost	\$ 4,740,051.24

Table 1: Priority Construction List – Puna Shelters

The assessment of these 18 shelters estimates the accommodation (during emergencies) of 5,073 persons spread across the puna from a total population of 11,524 persons (includes residents and visitors).

To accommodate a further 3,544 persons (during emergencies) the following “Hostels” with associated renovation costs have been assessed:

LIST	SELECTED SAFETY SHELTER	PUNA	FACILITY CAPACITY (1.5m2/p (# of People))	RISK CATEGORY (Repair Work)	SHELTER CONDITION ASSESSMENT	ESTIMATED COST(NZD\$)	EXTENSION ESTIMATED COST (NZD\$)
1	Aitutaki Hostel	Ngatipa	528	1	2	\$ 895,776.00	\$ 180,560.00
2	Atiu Nui Maruarua	Ngatipa	480	2	4	\$ 398,890.00	\$ 260,885.00
3	Tongareva Hostel	Ngatipa	195	1	1	\$ 720,599.20	\$ 336,940.00
4	Pukapuka Hostel	Ngatipa	384	2	4	\$ 437,812.80	\$ 653,566.40
5	Marsters House	Ngatipa	248	2	4	\$ 124,767.00	\$ 189,296.00
6	Mangala Hostel	Ngatipa	465	1	2	\$ 635,459.60	\$ 195,368.00
7	Rakahanga Hostel	Ngatipa	388	1	2	\$ 445,985.00	\$ 122,345.00
8	Manikihiki Hostel	Ngatipa	405	1	1	\$ 1,139,163.60	\$ 80,000.00
9	Mauke Hostel	Ngatipa	185	1	2	\$ 489,992.00	\$ 92,674.00
10	Mitiaro Hostel	Ngatipa	134	1	3	\$ 330,834.00	\$ 107,520.00
11	Aotearoa Centre	Ngatipa	132	1	2	\$ 295,986.00	\$ 188,334.24
TOTAL POPULATION			3,544			\$ 5,915,265.20	\$ 2,407,488.64
						Other Shelters Total Cost	\$ 8,322,753.84

Table 2: Other Shelters – 10 Island Hostels and Aotearoa Centre

These 29 shelters make up for the accommodation of approx. 8,617 of the 11,524 total persons on Rarotonga (74% of the population).

In addition to the 18 Puna Shelters, the Titikaveka AOG Safety Shelter was identified as potentially being added to the list of shelters in case of an emergency. Consequently, an assessment was carried out in February 2024 and found that the estimated budget for required improvements would amount to \$479,882 and therefore requiring significant co-funding from the community. It was therefore determined to add the hall to the list, but accept that it will take some time for the community to fundraise required resources.

To accommodate the remaining 2907 persons, additional “Institutional Shelters” were identified. These buildings are large and will be fully reassessed separately due to the size and scale of the expectorate work they would require, however they are considered to make-up the following safe shelter capacity:

National Auditorium – 1200 persons

TSA Stadium – 1312 persons

There is a capacity shortage of approximately 400 visitors and tourists who need to be accommodated elsewhere i.e. certified hotel accommodation or the Red Cross.

2.1.3 Rarotonga Safety Shelters Pilot

After the assessments were complete, Cook Islands Government decided to invest in the prospective shelters and allocated budget towards the Rarotonga Safety Shelter Programme. The programme was created as a means to subsidise the required renovations to the shelters to ensure they are fit-for-purpose in case of an emergency. An initial pilot programme was run with communities that were ready to implement improvements immediately to inform this wider framework for the continued roll-out of the programme.

2.1.3.1 Nikao Cook Islands Christian Church Sunday School Hall

In February 2022 the Executive Committee for Nikao CICC, signed a Memorandum of Agreement (MOA) giving permission for the Nikao/Panama Disaster Risk Management Committee (DRM) to use the hall as a safety shelter. Full access is opened once a cyclone warning issued until the end of the cyclone and throughout the recovery process.

In March 2022 Cabinet approved \$100,000.00 as a RSSP pilot project for the allocation of funds to the hall renovations initially costed at approximately \$180,000; however total costs increased while the work was being implemented, and these additional costs were covered by Nikao CICC. Building renovations commenced in May 2022 and the opening held on the 19th November 2022. The total project costs amounted to \$350,000. The Nikao CICC building included a significant amount of labour provided in kind.

The Nikao CICC Sunday School Hall project implementation and completion as a pilot project was considered successful that could be used as a guide for the roll-out of the RSSP Safety Shelters. However, following completion of the Nikao CICC Sunday School Hall an application for consideration was received from the Takuvaine Meeting House Committee for the refurbishment of their Meeting House as a lead up to the Bicentennial celebrations having raised in excess of \$70,000.00 to assist with the renovations.

2.1.3.2 Takuvaine Meeting House

On 20 February 2023, Cabinet approved as another RSSP pilot project \$100,000 to assist with the renovation of the “TE KAPUA’ANGA O TE EVANGELIA MEETING HOUSE” as commonly called the Takuvaine Meeting House. The grant funding similar to the Nikao CICC Hall was in accordance with established RSSP protocols, including though not limited to, the formalisation of a Memorandum of Agreement, development of a Terms of Reference, agreement of a Work Programme, and the establishment of the Project Steering Group (PSG).

The total project cost was \$213,664.25 (VAT Inclusive) and TCI funded \$100,000.00 and CIIC \$113,664.25. The project physical works were completed within a 7 week timeframe and an assessment

at completion deemed this project successful as well as noted lessons learned from the implementation (see 2.2 below).

Whilst the increase in cost variation incurred were outside the funding framework criteria; it was justifiable to ensure disable and vulnerable members of the community have safe accessibility for all occasions.

2.2 Lessons Learned

Based on the experiences from the Rarotonga Safety Shelters Pilot the following recommendations have been recorded.

2.2.1 RSS Fund Framework

It was recommended for shelters that have an estimated renovation cost under \$200,000 at the time of signing, CIG will grant:

- Full cost of the renovation project if it is estimated under \$100,000, or
- Up to \$100,000 if the renovation project is estimated over \$100,000
- All estimates are based on those provided in the RSSR 2022 and subject to application requirements

For shelters that have an estimated renovation cost over \$200,000 at the time of signing, it was recommended for CIG to grant:

- 50% of the estimated renovation cost at the time of signing
- All estimates are based on those provided in the RSSR 2022 and subject to application requirements

However, after thorough analysis of the available funding and the number of buildings that require work, it was deemed that all community halls will have access to a baseline maximum of \$100,000 as per section 3 below, but that a contingency should be made available if required.

2.2.2 Grant funding agreement requirements

It was recommended for each future agreement to meet the following minimum requirements:

- Landowner agreement and security of land use
- Proof of funding from the Community to be contributed to the project
- Sufficient contingency from the Community to cover cost overruns
- Memorandum of Agreement between Shelter owner and CIG
- Confirmation of a Project Manager approved by CIIC
- Project Steering Group to be established to conduct project oversight
- Deed of Funding Arrangement

2.3 Rationale

The RSSP seeks to reduce the islands' vulnerability by improving access to safety shelters within Rarotonga communities.

To achieve this, the most obvious and more commonplace option is for the Emergency Operation Centre to seek full access and use of already established puna shelters and island hostels during emergencies for safe protection of communities. However, most are in considerable substandard building condition below category 3 cyclone rating.

Alternatively, initiating and undergoing the consultations and processes to:

Acquire at least 15 or more parcels of land across the 15 puna of Rarotonga, and, upon them, building new fit for purpose safety shelters is a lengthy and high cost option that needs more research and strategic planning that would be expected to extend well into the future of this proposed Activity. To put into further perspective a new cyclone shelter in the outer islands costs upward of \$2.2m; to build at least 15 new shelters on Rarotonga is a minimum \$33m total. Further, in order to provide safe protection for 74% of the total Rarotonga population, the new shelters will need to each accommodate an average 550 persons at one time.

Therefore, community-led partnerships with the respective shelter owners to carry out the rehabilitation works projects are proposed. This is considered a potential win-win situation for both key stakeholders:

Communities are provided financial incentive and project management support to rehabilitate their Halls to standard and timely completion, and;

The aim of the programme is for at least 74% of Rarotonga's population to have access to safe shelter during a cyclone emergency.

This is an opportunity for CIG and communities to work towards the same output to achieve their respective objectives. Communities own halls but lack funds for adequate rehabilitation work, CIG has funds allocated toward improving access to safety shelters but does not own land or halls to rehabilitate.

2.4 Stakeholders

The stakeholder analysis for this programme is attached in Appendix A.

2.5 Consistency with Existing Policies/Strategies

Risk management in the Cook Islands is guided by the National Sustainable Development Agenda 2020. At the heart of the NSDA 2020+ is a living framework that will guide the Cook islands to provide an integrated and coherent policy and planning framework which directs country-led and coordinated adaptation and mitigation actions and resources toward climate and disaster compatible development outcomes

1. NSDA 2020+ Goal 12: Climate Change, Resilience, Renewable Energy and Energy efficiency
Enhance protection from cyclones – Mitigate risk and ensure all communities have access to designated cyclone shelters built to cyclone standards.

Indicator 12.2

Percentage of population that have access to protection from category 3 or higher cyclones

2. National Infrastructure Investment Plan (NIIP): Rarotonga Cyclone Shelter Program is prioritised as a Core Program in the NIIP – the program is categorised as having High Value and Medium Effort

3. Scope of Support

The Cook Islands Government will grant a baseline maximum of up to \$100,000 for the renovations of each hall listed in the table below (Table 3). The shelter owner/community will contribute the building/asset and will also have to raise the remaining funds to complete the work as prescribed. An additional 15% contingency may be utilised in rare instances with strong justification to do so.

Under exceptional circumstances, communities may apply to the CIIC Board and Cabinet for approval to receive funding beyond the threshold noted above. Approval of the request must be obtained from both parties before the project can commence.

Preference will be provided to community halls in the first few years of the programme who have secured the required funding already and are otherwise in the position to produce the required documentation swiftly.

Where a hall on the list is replaced with another, or where an additional shelter is identified, an assessment of the suitability of the new building has to be carried out, applying the same criteria and rigour as the assessments during RSSR (2020).

Every hall can currently only apply for this fund once, unless it is decided at a later date to continue the programme with additional funding. Government has no obligation to ensure all halls have had access to the funding prior to discontinuing this programme. It is therefore important that applications are completed in a timely manner, noting that the available funding may change in the future.

LIST	BUILDING	PUNA	RISK ZONE	RISK ZONE (Elevation - m)	RISK CATEGORY (Repair Work)	Shelter Condition Assessment	FACILITY CAPACITY (1.5m2/p (# of People))	CATCHMENT POPULATION (By DRM Puna)	ESTIMATED COST (NZD\$)	EXTENSION ESTIMATED COST (NZD\$)
1	Ngatangia CICC Sunday School Hall	Ngatangia	L	2.64	1	2	168	555	\$199,549.30	\$ 44,352.00
2	Arorangi CICC Sunday School Hall	Akaoa	M	5.3	1	2	414	1781	\$481,868.00	
3	Titikaveka Kent Hall	Titikaveka	L	3.51	1	3	375	1465	\$115,607.36	\$ 51,321.60
4	Nikao CICC Hall	Nikao/Panama	L	9.92	1	3	279	1418	\$180,000.00	
5	Ngati Uritaua Hall	Ruatonga/Avatiu/Atupa	L	7.45	1	1	247	762	\$475,200.00	
6	Takuvaine Meeting House	Takuvaine/Tutakimoo	M	4.12	1	1	73	1003	\$475,200.00	
7	Matavera Catholic Church	Matavera	H	4.13	2	3	80		\$158,085.65	\$ 158,400.00
8	Muri Meeting House	Ngatangia	M	3.95	1	2	103		\$144,695.25	
9	Titikaveka Catholic Church	Titikaveka	L	2.61	1	2	360		\$358,131.80	
10	Matavera CICC Sunday School Hall	Matavera	M	4.38	2	4	305	1036	\$ 61,916.80	
11	Arorangi Sports Club House	Akaoa	L	5.85	1	3	375		\$115,607.36	
12	Youth With A Mission Hall	Titikaveka	L	1.99	1	1	1777		\$686,497.50	
13	Pokoinu Meeting House	Nikao/Panama	H	6.68	2	3	66		\$146,523.50	
14	Rangiuira Meeting House	Nikao/Panama	M	4.46	1	3	70		\$125,471.00	
15	Tupapa Meeting House	Tupapa/Maraerenga	L	4.49	1	2	58	1918	\$114,163.36	
16	Kavera Meeting House	Murienua	L	3.28	1	2	45	644	\$156,367.70	
17	Tupapa Maraerenga Meeting House	Tupapa/Maraerenga	L	4.84	1	1	78		\$370,656.00	
18	Ngatangia LDS Church	Ngatangia	L	2.84	1	3	58		\$114,163.36	
19	Titikaveka AOG Hall	Titikaveka	L	15	1	1	202	1276	\$285,457.10	\$ 194,424.50

Table 3: Updated Priority Construction List – Puna Shelters

4. Management and Governance Arrangement and Structure

The CIG RSSP Fund and processing of applications is managed by CIIC. Communications regarding the availability of the fund will be led by EMCI.

The governance framework proposed for the individual hall renovation projects embodies the principles of shared ownership, responsibility and accountability:

1. Project Steering Group (PSG) – is responsible for overall project oversight. The PSG meets monthly or as required and comprises of appropriate authorisation level representation from:
 - a. CIIC – Chief Executive Officer and Chairperson
 - b. Infrastructure Cook Islands – Secretary
 - c. Office of the Prime Minister – Chief of Staff, EMCI
 - d. Community Hall Committee Executives
2. Project Manager – responsible for day-to-day management and delivery of the Project and provides comprehensive monthly reports to the PSG and updates during meetings. The Project Manager will be vetted by CIIC prior to engagement.

5. Procurement Arrangements

Based on the experience from the Rarotonga Safety Shelters Pilot, it is recommended to seek a waiver for the application of the Cook Islands Government Purchase and Sales Policy. This approach is based on the stipulation that the communities are the Principals to each contract, rather than Government, and that it is therefore not appropriate to require the public to comply with this Government policy.

6. Implementation

6.1 Communication

A formal joint EMCI / CIIC press release will be issued advising the community of the framework and policy, which will be available on EMCI's and CIIC's websites.

EMCI will communicate the available funding and associated requirements and processes with the various executive committees for the community halls. Formal letters will be issued to community halls. The attached example Information Sheet (Appendix B) can be utilised as a hand-out to the communities.

6.2 Application Process

The application process commences with the submission of an official request letter signed by the Secretary of the Community Hall and addressed to EMCI and CIIC.

The following documents are required as part of the application process and before an application can be considered complete:

- Proof of landowner agreement and security of land use
- Estimated value of the asset (may be derived from insurance documents)
- Scope of Works, including plans and estimated cost
- Proof of funding from the Community to be contributed to the project
- Proof of agreement on draft Memorandum of Agreement between Shelter owner and CIIC
- Confirmation of a Project Manager approved by CIIC

- Project Steering Group to be established to conduct project oversight
- Proof of agreement on draft Deed of funding arrangement

Under exceptional circumstances, communities may apply to the CIIC Board and Cabinet for approval to receive funding beyond the threshold noted above. Approval must be obtained from both parties before the project can commence. In these instances, the official letter of request must include the reason for the funding to increase and evidence may be requested by CIIC and/or Cabinet to substantiate the reasons provided.

6.3 Prioritisation

Projects will be prioritised on a 'first-come, first-serve' basis with the date of the completion of the application (as per list of required documentation above) being considered the date at which an application is received.

Once an application has been received and sufficient funding for the current financial year is available, EMCI and CIIC will collate a Concept Note for review and approval by the Project Steering Group. The Concept Note should clearly state both Government and community contributions required for the renovations, with the community contribution including the estimated value of the asset. Is approval obtained from the PSG, the final step in the prioritisation is the approval by Cabinet.

6.4 Execution

Once Cabinet approval has been obtained, the Memorandum of Agreement (MOA) and Deed of funding will be signed between parties. Where the funding request exceeds the usual \$100,000 threshold, approval must be obtained from Cabinet, the CIIC Board and is subject to Tender Committee approval, before the MOA and Deed are signed.

It is crucial for communities to note that no financial commitments should be made prior to this step.

Executive Committees of each hall are to lead the renovation works and act as Principal to all contracts for this work. The community should put forward the name of their preferred Project Manager, with CIIC approving the selection prior to appointment.

Where technical advice is required for the construction/renovations, the communities can contact CIIC to draw on in-house expertise where available.

6.5 Fund Dispersal

MoA stipulates the dispersal of funds. The document will outline whether costs for the works will be reimbursed in response to the submissions of claims or when milestones are met. It will also determine the requirement for sufficient and regular reporting.

6.6 Completion

Upon completion of works funded by the Rarotonga Safety Shelter Programme, the Project Manager is required to submit a completion report to CIIC. Upon CIIC's acceptance of this document, the final payment will be released and responsibility lies with the communities to complete any further works and maintain the building to the attained standard.

7. Results Measurement and Monitoring

Results	Indicator(s)	Baseline Information and Targets	Methodology/Data Sources
Long-Term Outcomes			
Enhanced protection from cyclones on Rarotonga	Percentage of population on Rarotonga that have access to safety shelter protection during category 3 or higher cyclones	Baseline: 4%; the recently completed Nikao CICC Hall project provides safe shelter for approx. 279 people and Takuvaine Meeting House can provide shelter for approx. 73. Target: 74%; approx. 8617 people. To be achieved by complete renovation of 29 puna shelters and hostels	Completion reports and photos submitted by the Project Managers
Medium Term Outcomes			
Community Shelters are structurally rehabilitated to CI Building Code standard	Number of post renovation structural assessments that meet the required criteria for a safety shelter	Baseline: 1. Nikao CICC Hall 2. Takuvaine Meeting House Target: 29	Post renovation structural assessments ICI
Short-Term Outcomes			
Shelter Owners commit to RSS funding arrangements and requirements	Number of Shelter Owners that have signed MOA's with CIG providing full access and use of their Community halls during a cyclone event	Baseline: 2 Target: 29	Signed MOA's CIIC GFDD
Output			
CIG RSSF framework is confirmed and being administered	Cabinet Approval is received for the framework and rollout of the RSS Fund	Baseline: zero Target: Cabinet Approval	Signed Cabinet Submission CIIC GFDD

8. Risk Management

Risk ID	Description	Detail of risk	Inherent risk level	Residual risk level	Controls	Level of control
1	CIIC capacity	CIIC does not have sufficient capacity to deliver the works	Medium	Moderate	Project manager appointed for each project.	Acceptable
2	EMCI Capacity	EMCI does not have sufficient capacity to deliver works	Moderate	Moderate	EMCI to embed communications regarding this programme into their usual communications with the punas.	Effective
3	Contractor availability	Contractor lacking capacity to deliver agreed milestones to an acceptable standard	Medium	Moderate	Only reputable contractors should be used. Project Manager to be appointed for each hall who can stay on top of the contractors.	Acceptable
4	Puna volunteers lack capacity	Puna volunteers cannot deliver agreed milestones to an acceptable standard. This will lead to a delay in the activity schedule or possible mismanagement and breach of contractual obligations.	Medium	Moderate	CIIC endorsed project manager to be appointed for each project.	Acceptable
5	Mismanagement of funds	Project budget depletes before end of project completion.	Medium	Moderate	Robust financial processing procedures and requirements for reporting. A firm ceiling of \$100,000 to be applied.	Acceptable
6	Delay in release of agreed budget	Breach of contractual obligations, resulting in possible financial penalties and reputational risk.	Medium	Moderate	Clearly outline requirements for payments to be released and ensure all parties have full understanding of what needs to be submitted and when to release payments.	Effective
7	Low response to procurement	Low response from market to requests for quotes and further quotes have to be sought. This may lead to project delays.	Medium	Moderate	Obtaining waiver for the CIG Procurement policy so that communities can directly engage available contractors.	Acceptable

8	Delays in procurement approvals	Approvals in different stages of procurement process are delayed.	Medium	Moderate	Obtaining waiver for the CIG Procurement policy so that communities can directly engage available contractors.	Effective
9	Landowner disagreements	Delay in project schedule and budget overruns/underspends	Medium	Moderate	Only accept applications for funding from communities who have written agreement from the landowners.	Effective
10	Community grievances	Community grievances; perception causing stop or changes to design/scope of works. This may delay the project and also has some reputational risk.	Medium	Moderate	Early and clear engagement and consultation with key leaders in the puna. EMCI to use community connections for communications.	Acceptable
11	Noise and dust	Noise and dust during demolition and construction. Health and safety risk to construction staff and public.	Moderate	Moderate	Contractors to maintain usual H&S standards.	Acceptable
12	Sediment discharge	Sediment discharge is a possible health and safety risk to the public.	Moderate	Moderate	Contractor to maintain usual environmental standards for construction.	Acceptable
13	Asbestos	Presence of asbestos fibres or other construction chemicals pose a possible health and safety risk to the public.	Moderate	Moderate	Only buildings that were assessed under the RSSR 2020 can be utilising this fund. Therefore all buildings have been assessed for hazardous materials.	Acceptable
14	Waste Management	Poor waste management is a possible long-term risk to residents, local flora/fauna and sea life, tourism and destination development and thus economic growth.	Medium	Moderate	All works have to comply with national environmental legislation.	Effective
15	Weather	Cyclone or severe adverse weather events/ Force majeure cause project delays.	Medium	Moderate	Monitor weather forecast and delay scheduled works where required.	Acceptable

Appendix A: Stakeholder Analysis

Stakeholders		Interests / Key Concerns	Stakeholder Group
Resident and Visitor population on Rarotonga during a cyclone event	✓ Key beneficiaries of the Activity	✓ Family and pets, home and personal belongings, safety and wellbeing ✓ Where to go if in need of shelter during the cyclone event ✓ Cyclone safety information	Total Population
Community Hall owners/Executive that manages the puna shelters and hostels for the respective island/puna communities	✓ Safety Shelter Owners listed in the RSSR 2022 under Puna Shelters and Hostels (incl. Aotearoa Centre) ✓ Management of potential SS	✓ What upgrades are needed to achieve agreed standard CIBC 2019 ✓ Partnership with CIG ✓ Details of the Memorandum of Agreement with EMCI ✓ Fund raising/acquisition for renovations	Private
Disaster Risk Management Council	✓ Governance for Emergency Cook Islands ✓ Chaired by the Prime Minister	✓ Partnership with Shelter Owners ✓ Structural condition, current facilities, and upgrades needed ✓ Buy in to the initiative by the community to raise adequate funds ✓ Use of Shelters during a cyclone event – Puna coverage/Population coverage	Public
EMCI/POLICE/MOT (CIMS)	✓ Lead Agencies (NDRMP, 2016)	✓ Efficient and effective Services ✓ Communications connectivity ✓ Human and Resources	Public
MOH Hospital, Medical facilities, Ambulance, Fire, ICI, CIIC	✓ Emergency Services	✓ Reach to the public	Public

		✓ Accessibility to and from services ✓ Resources to carry out role ✓	
INTAFF, CCCI NES, FAI, INTAF, PUNA, Red Cross, CI Met Office	✓ Supporting Agencies for Cyclone Hazards on Rarotonga (NDRMP, 2016)	✓ Relief/Aid to the vulnerable ✓ Role in the plan and processes ✓	Public & Private
TAU, Vodafone, TTV	✓ Utilities, Public and Private Services during a cyclone event	✓ Power grid/network, Safety to the public ✓ Services and Supply to the vulnerable ✓ Communications connectivity	Public & Private
CITV, CI Radio	✓ Communications service providers	✓ Connectivity with the public/keeping the public informed ✓ Up to date information	Private
Puna groups/executives, Island Hall Community, Christian groups, sport groups etc. in the puna	✓ Volunteers	✓ Wellbeing of puna population, elderly, families, vulnerable during a cyclone event ✓ Access to Emergency Services ✓	Private
NZ Govt, Aus Govt, International weather agencies, Overseas development or donor assistance	✓ Regional and International Partners	✓ Support during and post cyclone event ✓ Communication connectivity ✓ Accessibility to the affected islands ✓ Type of relief needed	Public & Private relationships with local stakeholders

Appendix B: RSSP Handout (Example Only)

Rarotonga Safety Shelter Programme (RSSP) Information Sheet

The RSSP seeks to reduce Rarotonga's vulnerability by improving access to safety shelters within Rarotonga communities. The Cook Islands Government (CIG) will grant up to \$100,000 for the renovations of each hall previously identified by CIG as safety shelter in case of an emergency. The shelter owner/community will need to raise the remaining funds to complete the work agreed with Cook Islands Investment Corporation (CIIC).

Every hall can currently only apply for this fund once, unless it is decided at a later date to continue the programme with additional funding. Government has no obligation to ensure all halls have had access to the funding prior to discontinuing this programme. It is therefore important that applications are completed in a timely manner.

Application Process

All of the following documents are required as part of the application process and before an application can be considered complete.

✓	Required Document
	Request letter signed by the Secretary of the Community Hall and addressed to CIIC and EMCI
	Proof of landowner agreement and security of land use
	Scope of Works, including plans and estimated cost
	Proof of funding from the Community to be contributed to the project
	Proof of agreement on draft Memorandum of Agreement between Shelter owner and CIG
	Confirmation of a Project Manager approved by CIIC
	Project Steering Group to be established to conduct project oversight
	Proof of agreement on draft Deed of funding arrangement

Prioritisation

Projects will be prioritised on a 'first-come, first-serve' basis with the date of the completion of the application (as per list of required documentation above) being considered the date at which an application is received.

Each application is then assessed based on merit and submission quality and processed through different levels of approvals with Cabinet providing final approval.

Execution

Once Cabinet approval has been obtained, the Memorandum of Agreement and Deed of funding will be signed between parties. It is crucial for communities to note that no financial commitments should be made prior to this step.

Executive Committees of each hall are to lead the renovation works and act as Principal to all contracts for this work. The community should put forward the name of their preferred Project Manager, with CIIC approving the selection prior to appointment.

Where technical advice is required for the construction/renovations, the communities can contact CIIC to draw on in-house expertise where available.

Fund Dispersal

The Memorandum of Agreement stipulates certain milestones that need to be achieved in order to allow the disbursement of lump sums. For funds to be released, sufficient and regular reporting is also a requirement. Details will be contained in the Memorandum of Agreement document.

Completion

Upon completion of works funded by the Rarotonga Safety Shelter Programme, the Project Manager is required to submit a completion report to CIIC. Upon CIIC's acceptance of this document, the final payment will be released and responsibility lies with the communities to complete any further works and maintain the building to the attained standard.

Policy Sign-off and Ownership Details	
Document name	CIIC Rarotonga Safety Shelter Programme Framework
Version number	V1.0
Policy category	Public Policy
Public facing	Yes
Approval date	14 August 2024
Approved by	Cabinet
Effective from	August 2024
Date for review	August 2027
Consulted with General Manger/Division	CEO, CIIC Board, Cabinet
Author	GFD Manager
Policy Owner	GFD Manager
Document location	Z:\CIIC Policy\CIIC Policy\Public Policy\RSSP Framework
Compliance measures	Policy dissemination and communication by GFD Manager.

Revision History			
Version	Date	Revision description/summary of changes	Author