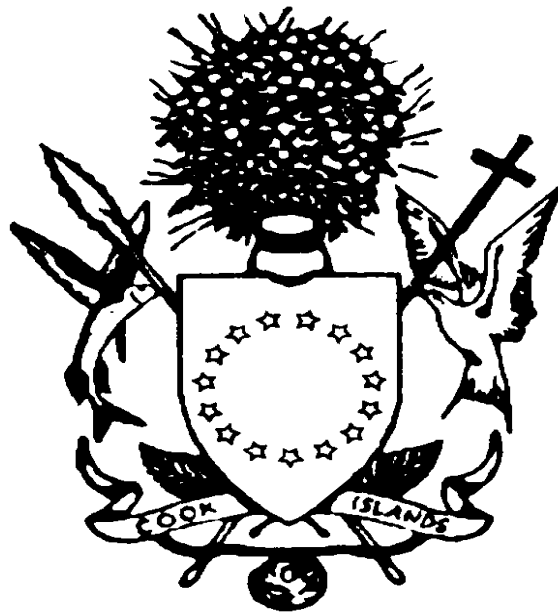

**COOK ISLANDS GOVERNMENT
BUDGET ESTIMATES**

2019/20

Book 1

Appropriation Bill

Appropriations and Commentary



**Hon. Mark Brown
Minister of Finance**

JUNE 2019

Table of Contents

1	Statement of Responsibility	1
2	Appropriation Bill 2019	3
3	Budget Overview	10
3.1	Summary	10
3.2	Economic performance and outlook	10
3.3	Fiscal performance and outlook	11
4	Fiscal Strategy	13
4.1	The Cook Islands Fiscal Framework 2019/20–2022/23	13
4.2	Medium-term Fiscal Strategy.....	14
4.3	Performance against the fiscal rules.....	15
4.4	Establishment of reserve funds	18
4.5	Medium-term expenditure ceilings	19
4.6	Medium-term national priorities	20
4.7	Medium-term fiscal outlook	23
4.8	Fiscal update	25
4.9	Assumptions underlying the economic and fiscal projections	31
4.10	Economic and fiscal risks.....	32
4.11	Economic and fiscal sensitivity analysis.....	36
5	Economic Update	42
5.1	Summary	42
5.2	The global economy	43
5.3	Cook Islands Economic Output	48
5.4	Consumer price index	51
5.5	Tourism	56
5.6	Housing and construction	62
5.7	Marine resources	64
5.8	Agriculture	69
5.9	Goods imports and exports.....	71
5.10	Banking and finance.....	75
5.11	Financial services industry	76
6	Government Financial Statistics Statement	80
6.1	GFS Net Operating Balance	81
6.2	GFS Non-Operating Items	83
6.3	Classification of Functions of Government (COFOG).....	83
7	Revenue	86
7.1	Total revenue	86
7.2	Revenue Initiatives for the 2019/20 – 2022/23 medium-term	87
7.3	Taxes	87

8	Expenditure	96
8.1	Operating expenditure.....	96
8.2	Changes to expenditure since the 2018/19 Supplementary Budget.....	97
8.3	Payments on Behalf of the Crown (POBOC)	112
8.4	Parliamentary Entitlements and House of Ariki.....	112
8.5	Welfare Payments.....	115
9	Cook Islands Capital Expenditure	118
9.1	Summary	118
9.2	Capital Spending by Agency	120
10	Tax Exemptions (Expenditure)	132
10.1	Introduction	132
10.2	Import duty	132
10.3	Income tax.....	133
10.4	Value-added tax	134
11	Crown Debt and Net Worth	135
11.1	The Loan Repayment Fund (LRF)	135
11.2	Gross Debt owed by the Crown	136
11.3	Gross Debt by Currency	138
11.4	Gross Debt by Lenders	141
11.5	Gross Debt by Source.....	143
11.6	Net Debt.....	143
11.7	Debt Headroom	144
11.8	Crown Debt Sensitivity Analysis.....	146
11.9	Long term debt projections and fiscal risks	147
11.10	State Owned Enterprise Debt	147
11.11	Net worth	148
12	National Sustainable Development Plan (NSDP) 2016-2020	149
12.1	Measuring our progress – a scorecard for development	149
12.2	Investment by NSDP goal priorities for the 2019/20 and the medium term	152
12.3	Expenditure by Budget Policy Statement 2019/20 goal	154
13	State-owned Enterprises	163
13.1	CIIC	163
13.2	Airport Authority.....	163
13.3	Avaroa Cable Limited (ACL).....	164
13.4	Bank of the Cook Islands (BCI)	164
13.5	Ports Authority.....	165
13.6	Te Aponga Uira.....	166
13.7	To Tatou Vai Limited	167
14	Public Sector Staffing	168
14.1	Introduction	168
14.2	Public sector employee numbers.....	170
14.3	Public sector age profile.....	173
14.4	3.3 Public sector remuneration profile	173
14.5	Public sector strengthening – Our journey to excellence.....	174
14.6	Introduction	174

15	The Pa Enea	176
15.1	The Pa Enea Funding Model	176
15.2	2019/20 Pa Enea Funding Model results	178
15.3	Other agency support targeting the Pa Enea	179
15.4	The Pa Enea economic context	183
16	Official Development Assistance	187
16.1	Summary	187
16.2	Cook Islands ODA Budget by development partner	189
16.3	Ministry of Finance and Economic Management	191
16.4	Ministry of Health	198
16.5	Ministry of Marine Resources	199
16.6	National Environment Services	200
16.7	Infrastructure Cook Islands	200
16.8	Office of the Prime Minister (OPM)	201
16.9	Cook Islands Red Cross Society	202
17	Schedules	203
17.2	Schedule 1 – Agency Budget Appropriations	205
17.3	Schedule 2 – Payments on Behalf of the crown (POBOCS)	207
17.4	Schedule 3 – Cook Islands Capital Spending	207
17.5	Schedule 4 – Official Development Assistance	208
17.6	Schedule 5a – Other Expenses and Financing Transactions	208
17.7	Schedule 5b – Loan Repayment Fund Appropriation	208
17.8	Summary	208
17.9	Schedule 6 – Capital Schedule	209
17.10	Schedule 7 – Revenues on Behalf of the Crown (ROBOCs)	213
17.11	Schedule 8a – Administered Payments	215
17.12	Schedule 8b – Payments on Behalf of Crown (POBOCs)	219
17.13	Schedule 9a – Debt Servicing Schedule (\$'000)	220
17.14	Schedule 9b – Loan Repayment Fund (LRF) Schedule (\$'000)	220
17.15	Schedule 10 – Official Development Assistance Schedule	221
17.16	Schedule 11 – Comparative Analysis of Ministry Appropriations	223
17.17	Schedule 12 – Output Analysis	225
18	Financial Statements	232
18.1	Statement of Financial Performance	232
18.2	Statement of Financial Position	233
18.3	Statement of Cashflows	234
18.4	Statement of Borrowings	235
19	Statement of Accounting Policies	236
19.1	Basis of preparation	236
19.2	Significant accounting policies	236

List of Tables

Table 3-1 Summary fiscal statement, 2019/20 to 2022/23	12
Table 3-2 Fiscal rules performance	12
Table 4-1 Expenditure profile performance	19
Table 4-2 Aggregate ceiling breakdown, \$ million.....	20
Table 4-3 Summary of Operating and Capital Initiatives (\$000's)	22
Table 4-4 Fiscal Indicators Summary	25
Table 4-5 Reconciliation of Operating Statement (\$000)	27
Table 4-6 Operating revenue, 2017/18 to 2022/23 (\$'000)	28
Table 4-7 Operating expenditure, 2017/18 to 2022/23(\$'000).....	29
Table 4-8 CI&G Capital expenditure, 2017/18 to 2022/23 (\$'000)	30
Table 4-9 Significant cyclones in the Cook Islands.....	34
Table 4-10 Quantifiable contingent liabilities, as at 30 June	35
Table 4-11 Low revenue shock	37
Table 4-12 High revenue shock.....	37
Table 4-13 Higher OpEx shock	38
Table 4-14 Lower capex shock	38
Table 4-15 Lower GDP shock	39
Table 4-16 Lower arrivals shock.....	39
Table 4-17 Base exchange rates assumptions used in 2019/20 Budget, +/- 10 per cent.....	39
Table 5-1 Summary of Economic Indicators	43
Table 5-2 Annual GDP growth summary.....	51
Table 5-3 Annual CPI forecast summary.....	56
Table 5-4 Estimated total arrivals, quarterly, 2018/19 to 2022/23	58
Table 5-5 Forecast total tourism numbers, by major market, 2018/19 to 2022/23	59
Table 5-6 Fishery catches in the Cook Islands EEZ by species (MT).....	66
Table 5-7 Number of active fishing vessels.....	66
Table 5-8 Catch landed at Avatiu Port (MT).....	66
Table 6-1 GFS Statement	80
Table 6-2 Total GFS expenditure from 2018/19 to 2022/23 (\$'000)	82
Table 6-3 Classification of Functions of Cook Island Government 2019/20 Budget	84
Table 7-1 Total Crown Revenue 2019/20 to 2022/23 (\$'000)	86
Table 7-2 Changes to Revenue Estimates 2019/20 – 2022/23 (\$'000).....	87
Table 7-3 Total direct taxation 2018/19 to 2022/23 (\$'000)	88
Table 7-4 Total indirect taxation 2018/19 to 2022/23(\$'000)	90

Table 7-5 Social contributions 2018/19 to 2022/23 (\$'000).....	90
Table 7-6 Grants 2018/19 to 2022/23 (\$'000).....	91
Table 7-7 Total interest 2018/19 to 2022/23 (\$'000).....	91
Table 7-8 Total dividends 2018/19 to 2022/23 (\$'000).....	92
Table 7-9 Administrative fees 2018/19 to 2022/23 (\$'000).....	93
Table 7-10 Incidental sales by non-market establishments 2018/19 to 2022/23 (\$'000).....	95
Table 7-11 Fines, Penalties and forfeits 2018/19 to 2022/23 (\$'000).....	95
Table 7-12 Miscellaneous and Unidentified revenue 2018/19 to 2022/23 (\$'000).....	95
Table 8-1 Total operating expenditure 2018/19 to 2022/23 (\$'000).....	97
Table 8-2 Expenditure changes since the 2018/19 Supplementary (\$'000).....	97
Table 8-3 Pa Enea Funding Adjustments (\$000's).....	111
Table 8-4 POBOC Summary 2019/20 – 2022/23 (\$000).....	112
Table 8-5 Civil List.....	113
Table 8-6 Parliamentary Superannuation.....	113
Table 8-7 House of Ariki Funding.....	113
Table 8-8 Subsidies to State-owned Enterprises (SOE's).....	113
Table 8-9 Welfare Payments.....	114
Table 8-10 Welfare Benefits (POBOC and Administered).....	114
Table 8-11 Details on Welfare Payments.....	114
Table 9-1 Total Capital Expenditure 2019/20 to 2022/23 (\$ million).....	118
Table 9-2 Total Capital Expenditure by Funding Source, (\$ million).....	119
Table 9-3 Capital projects, MOE (\$).....	122
Table 9-4 Capital projects, MOH (\$).....	123
Table 9-5 Capital projects, ICI (\$).....	124
Table 9-6 Capital projects, Internal Affairs (\$).....	128
Table 9-7 Capital projects, MFEM (\$).....	129
Table 9-8 Capital projects, OPM (\$).....	130
Table 9-9 Capital projects, MOE (\$).....	130
Table 9-10 Capital projects, MOE (\$).....	131
Table 11-1 Loan Repayment Fund Statement (NZD '000).....	135
Table 11-2 Gross Debt by Crown estimated to 30 June 2020 (\$ million).....	136
Table 11-3 Status of Government loans to 30 June 2020.....	137
Table 11-4 Exchange Rate Assumptions – 2019/20 – 2023/24.....	138
Table 11-5 Net Debt.....	143
Table 11-6 Current Borrowing Statement (\$ million).....	144
Table 11-7 Base exchange rates assumptions used in 2019/20 Budget with +/- 10 per cent.....	146

Table 11-8 Net Worth 2019/20 to 2022/23, (\$000)	148
Table 12-1 National Sustainable Development Plan Status (2017)	150
Table 12-2 Medium-term NSDP Goal Priorities 2019/20-2022/23.....	153
Table 12-3 Goal 1 total expenditure, 2019/20 to 2022/23.....	154
Table 12-4 Goal 2 total expenditure, 2019/20 to 2022/23.....	155
Table 12-5 Goal 4 total expenditure, 2019/20 to 2022/23.....	156
Table 12-6 Goal 5 total expenditure, 2019/20 to 2022/23.....	157
Table 12-7 Goal 6 total expenditure, 2019/20 to 2022/23.....	157
Table 12-8 Goal 7 total expenditure 20/19 to 2022/23.....	158
Table 12-9 Goal 8 total expenditure, 2019/20 to 2022/23.....	158
Table 12-10 Goal 9 total expenditure, 2019/20 to 2022/23.....	159
Table 12-11 Goal 10 total expenditure, 2019/20 to 2022/23.....	159
Table 12-12 Goal 11 total expenditure 2019/20 to 2022/23.....	160
Table 12-13 Goal 12 total expenditure, 2019/20 to 2022/23.....	160
Table 12-14 Goal 13 total expenditure 2019/20 to 2022/23.....	160
Table 12-15 Goal 14 total expenditure, 2019/20 to 2022/23.....	161
Table 12-16 Goal 15 total expenditure, 2019/20 to 2022/23.....	161
Table 12-17 Goal 16 total expenditure 2018/19 to 2022/23.....	162
Table 13-1 Social contribution costs	164
Table 13-2 Social contribution costs and dividends.....	165
Table 13-3 Community Service Obligations.....	165
Table 13-4 Cook Islands Ports Authority operating summary	165
Table 13-5 Social contributions costs and dividends.....	167
Table 14-1 Public Sector Agencies	169
Table 14-2 Employee summary by groupings.....	170
Table 14-3 Employees by Agency and Gender.....	171
Table 14-4 Public sector age profile.....	173
Table 14-5 Remuneration	173
Table 15-1 Cost factors of the Pa Enea Funding Model.....	177
Table 15-2 Pa Enea Funding Model results for 2019/20 (\$)	178
Table 15-3 Estimated agency expenditure in the Pa Enea (\$'000).....	179
Table 15-4 Estimated ICI capital projects in the Pa Enea (\$'000)	180
Table 15-5 Estimated Social Welfare Payments in the Pa Enea for 2019/20 (\$'000).....	181
Table 15-6 Estimated CIIC capital projects in the Pa Enea (\$'000)	182
Table 15-7 Total Central Government expenditure in the Pa Enea (\$'000)	183
Table 16-1 Cook Islands ODA Budget by development partner 2019/20 – 2022/23 (\$).....	190

List of Figures

Figure 3-1 Real GDP growth, annual percentage change	11
Figure 3-2 Fiscal performance and outlook (\$'000).....	11
Figure 4-1 Framework elements.....	13
Figure 4-2 MTFS rule structure	15
Figure 4-3 Net debt to GDP ratio, 2016/17 to 2022/23.....	16
Figure 4-4 Fiscal balance to GDP, 2018/19 to 2022/23	17
Figure 4-5 Expenditure growth, 2019/20 to 2022/23.....	17
Figure 4-6 Cash reserves to operating expenditure, 2018/19 to 2022/23	18
Figure 4-7 Medium-term NSDP goal priorities	21
Figure 4-8 Summary of Expenditure by 2019/20 goals, 2019/20 – 2022/23.....	22
Figure 4-9 Medium-term fiscal outlook (\$'000).....	24
Figure 4-10 Sensitivity of Direct Crown Gross Debt to NZD movements	40
Figure 4-11 Sensitivity of Crown Debt Servicing Costs to NZD movements	40
Figure 5-1 US dollar exchange rate, New Zealand and Australia.....	45
Figure 5-2 IMF GDP growth estimates, selected countries	46
Figure 5-3 IMF inflation estimates, selected groupings and countries.....	47
Figure 5-4 IMF oil price estimates, 1992 to 2024, US\$/barrel.....	47
Figure 5-5 Real GDP growth, annual percentage change	48
Figure 5-6 Cook Islands economy by industry, 2017/18.....	49
Figure 5-7 Contribution to 2017/18 real growth (percentage point).....	49
Figure 5-8 Observed and forecast real GDP, financial year (\$m).....	50
Figure 5-9 Annual change in real GDP (percentage).....	50
Figure 5-10 Annual change in nominal GDP (percentage).....	51
Figure 5-11 CPI, year average, 2005/06 – 2017/18 (percentage change)	52
Figure 5-12 Contribution to 2017/18 average inflation (percentage point).....	52
Figure 5-13 CPI, year to March, annual percentage change.....	53
Figure 5-14 Contribution to year to March 2019 inflation (percentage point)	53
Figure 5-15 Daily oil spot price, 1992 to 2019, US\$/barrel.....	54
Figure 5-16 Nominal output gap, univariate Kalman filter forecast.....	55
Figure 5-17 CPI, quarterly index, 2007 to 2023	55
Figure 5-18 Annual average change in CPI (percentage).....	56
Figure 5-19 Visitor arrivals, country of residence (annual percentage change).....	57
Figure 5-20 Total visitor arrivals, quarterly, 2008 to 2023	57
Figure 5-21 Tourism capacity utilisation, monthly, 2016 to 2023	58

Figure 5-22 New Zealand Pacific resident arrivals, by main country visited	59
Figure 5-23 New Zealand arrivals, quarterly, 2008 to 2023	60
Figure 5-24 Australia arrivals, quarterly, 2008 to 2023	61
Figure 5-25 Other major markets arrivals, 2013/14 to 2022/23	61
Figure 5-26 Building approvals, \$'000, 2013 to 2018	62
Figure 5-27 Construction sector contribution to real GDP, 2008/09 to 2017/18 (\$'000)	62
Figure 5-28 Value of building approvals, 2006/07 to 2022/23 (\$'000)	63
Figure 5-29 Construction sector forecast, 2006 to 2023 (\$ million real).....	63
Figure 5-30 Fishery catch in the Cook Islands EEZ (MT)	65
Figure 5-31 Pearl exports, 2012/13 -2021/22 (\$'000)	68
Figure 5-32 Fisheries contribution to GDP, annual, 2008/09 to 2022/23 (\$m real).....	68
Figure 5-33 Agriculture exports 2013/14 to 2022/23 (\$'000)	69
Figure 5-34 Agriculture contribution to GDP, quarterly, 200/07 to 2022/23 (\$ million real)	71
Figure 5-35 Import value by country of origin, year to December (\$'000).....	72
Figure 5-36 Value of total goods imports, quarterly, 2007 to 2023 (\$'000).....	72
Figure 5-37 Value of total imports, annual, 2008/09 to 2022/23 (\$'000)	73
Figure 5-38 Major goods exports, 2017 to 2018 (\$'000)	73
Figure 5-39 Total goods exports 2015/16 to 2022/23 (\$'000)	74
Figure 5-40 Merchandise balance of trade, 2014 to 2018 (\$'000)	74
Figure 5-41 Total value of bank deposits, March 2011 to December 2018 (\$'000)	75
Figure 5-42 Total value of bank loans, March 2011 to December 2018 (\$'000)	76
Figure 5-43 Finance and insurance contribution to real GDP, 2013/14 to 2017/18 (\$'000)	78
Figure 5-44 Finance and insurance sector forecast, 2006 to 2023 (\$ million real)	78
Figure 6-1 GFS operating revenue, 2019/20 (percentage)	81
Figure 6-2 GFS operating expenditure, 2019/20 (percentage).....	82
Figure 6-3 Classification of Functions of Cook Island Government 2019/20 Budget	85
Figure 7-1 Total Crown Revenue 2019/20 to 2022/23	86
Figure 7-2 Historical total tax revenue, accrued vs cash, 2013/14 to 2018/19 (\$'000)	88
Figure 7-3 Total Direct Taxation 2018/19 2022/23	89
Figure 7-4 Total Indirect Taxation 2018/19 to 2022/23	90
Figure 8-1 Historical and forecast operating expenditure, 2015/16 to 2022/23 (\$'000).....	96
Figure 8-2 POBOC Summary for 2019/20	112
Figure 9-1 Cook Islands Government Total Annual Capital Expenditure.....	119
Figure 9-2 Total Capital Expenditure by Funding Source, (\$ million)	120
Figure 9-3 Capital projects, CIIC (\$).....	120
Figure 11-1 LRF Smoothing Effect.....	136

Figure 11-2 Cook Islands overall debt burden	138
Figure 11-3 Assumed Changes in Major Exchange Rates (indices – 2018/19 = 100)	139
Figure 11-4 Overall Debt by Currency June 2020	139
Figure 11-5 Projected Composition of Direct Crown Debt at 30 June 2020 by Currency	140
Figure 11-6 Projected Composition of SOE Debt at 30 June 2020 by Currency	140
Figure 11-7 Gross Crown Debt Estimates by Lender	141
Figure 11-8 Gross Direct Crown Debt Estimates by Lender.....	142
Figure 11-9 SOE Debt Estimates by Lender.....	142
Figure 11-10 Gross Crown Debt Estimates by Source (\$million)	143
Figure 11-11 Regional Comparison of public debt profiles	144
Figure 11-12 Net Debt to GDP target to June 2020	145
Figure 11-13 Net debt servicing to total revenue target to June 2020	145
Figure 11-14: Sensitivity of Direct Crown Gross Debt to NZD movements	146
Figure 11-15 Sensitivity of Crown Debt Servicing Costs to NZD movements	147
Figure 14-1 Cook Islands Public Sector	169
Figure 15-1 Allocation of total funding across Island Governments	178
Figure 16-1 Cook Islands ODA actual and estimated expenditure, 2014/15 – 2020/21	187
Figure 16-2 ODA Budget by development partner, 2018/19 budget vs actual	190
Figure 16-3 Cook Islands ODA Budget by Development Partner Budget 2019/2020.....	191



**GOVERNMENT OF THE COOK ISLANDS
OFFICE OF THE MINISTER OF FINANCE**

P.O. Box 3246 Rarotonga, Cook Islands
Telephone: (+682) 24-875; Facsimile: (+682) 24-178

Tuesday, 4 June 2019

STATEMENT OF RESPONSIBILITY

I have read the Financial Secretary's Statement of Responsibility and concur with him regarding the preparation of the Budget Appropriation 2019/20.

The economic and fiscal information included in the Budget is based on the best professional judgement that we have at this time.

I accept the overall responsibility for the integrity of the Budget Appropriation 2019/20 and the compliance with the *Ministry of Finance and Economic Management Act 1995/96*.

A handwritten signature in black ink, appearing to read 'Mark Brown', with a long horizontal flourish extending to the right.

Honourable Mark Brown
Minister of Finance



**MINISTRY OF FINANCE AND ECONOMIC MANAGEMENT
GOVERNMENT OF THE COOK ISLANDS**

PO Box 120, Rarotonga, Cook Islands
Phone (+682) 22878 or 22879 Fax (+682) 29467
E-mail: garth.henderson@cookislands.gov.ck

Tuesday, 4 June 2019

STATEMENT OF RESPONSIBILITY

The Budget Appropriation 2019/20 has been produced in accordance with the *Ministry of Finance and Economic Management Act 1995/96* (the Act).

The 2019/20 Budget process involved the annual publication of the Budget Policy Statement in December 2018 which was available on the mfem.gov.ck website, and the establishment of the Budget Support Group which was commissioned to review agency budget proposals prior to Cabinet consideration and approval.

In compliance with Section 24 (1) of the Act, the Ministry of Finance and Economic Management provided Cabinet with the:

- estimated revenue of the Crown;
- details of each Government Department's bid for funds; and
- Crown's debt management responsibilities.

Cabinet, as required under Section 24 (2) of the Act, returned to the Ministry a fiscally responsible budget in accordance with the principles outlined in the Act.

The information in the supporting documentation is comprehensive, going well beyond the requirements of the Act, and includes a Statement of Fiscal Responsibility that clearly sets out the position in terms of fiscal responsibility as required in section 23 (2) (a) of the Act.

It should be noted that financial information relating to national public finances is consistent with the standards outlined in the International Monetary Fund (IMF) 2001 manual on Government Finance Statistics.

As Financial Secretary, I accept full responsibility for the integrity of the information provided.

Kia Manuia,

A handwritten signature in black ink, appearing to read 'G Henderson'.

Garth Henderson
Financial Secretary



PARLIAMENT OF THE COOK ISLANDS

APPROPRIATION BILL

EXPLANATORY NOTE

This note does not form part of the Bill but is intended to indicate its effect.

The Constitution of the Cook Islands provides in Article 70(1) that "... all expenditure from the Cook Islands Government Account or from any other public fund or account, shall be in accordance with an Appropriation Act..."

- Clause 1** provides that, on enactment, the Bill will be called the Appropriation Act 2019.
- Clause 2** is the application provision, which specifies the financial year to which the Bill relates. In this case it is the financial year ending 30th June 2020.
- Clause 3** authorises expenditure out of the Cook Islands Government Account of the amounts not exceeding those set out in the Schedules to the Bill, for the several votes specified therein.
- Subsection 5 limits any expenditure which may be charged to the 2019/20 appropriation to actual expenditure incurred in the period 1 July 2019 to 30 June 2020.
- Subsections 6-7 limits any expenditure which may be charged to the 2018/19 appropriation to actual expenditure incurred up to 30 June 2019.
- Subsection 8 limits any expenditure which may be charged to appropriations from years prior to 2018/19 to actual expenditure incurred up to 30 June 2019.
- Note:** Budget Books numbered 1 and 2 will be available with the Bill. The breakdown of items and amounts, to justify the figures in the Bill, are presented in those Books.
-

Hon. Mark Brown

Appropriation Bill 2019

Contents

1	Title	4
2	Application	4
3	Grant and appropriation out of the Cook Islands Government Account	4

Schedule 1	Agency Budget Appropriations
Schedule 2	Payments on Behalf of Crown (POBOC)
Schedule 3	Cook Islands Capital Spending
Schedule 4	Official Development Assistance
Schedule 5a	Other Expenses and Financing Transactions
Schedule 5b	Loan Repayment Fund (LRF) Appropriations
Summary	

An Act to appropriate certain sums of money out of the Cook Islands Government Account to the services of the year ending on the thirtieth day of June 2020 and to appropriate the supplies granted in this period

MOST GRACIOUS SOVEREIGN: We, Your Majesty's most dutiful and loyal subjects, the Parliament of the Cook Islands, towards making good the supply which we have cheerfully granted to Your Majesty in this year, have resolved to grant Your Majesty the sum specified in this Act and humbly ask Your Majesty to assent to the sum. And the Parliament of the Cook Islands enacts as follows—

1 Title

This Act is the Appropriation Act 2019.

2 Application

This Act applies to the year ending on the thirtieth day of June 2020 ("the year").

3 Grant and appropriation out of the Cook Islands Government Account

- (1) The Minister responsible for Finance may authorise the incurrence of expenses or expenditure and may issue and apply out of the Cook Islands Government Account, towards making good the supplies granted to Her Majesty for the services of the year, any sums which in total do not exceed the sum of **\$275,940,536**.
- (2) Subject to subsection (3) the sums authorised to be supplied are appropriated for the services set out in the votes specified in the Schedules to this Act.
- (3) The votes identified in Schedule 4 to this Act as being funded through loans from financing partners or from grants by development partners are further limited to the lesser of the votes specified in those Schedules and the loan proceeds or grants received for the purpose of financing the expense or expenditure in relation to those votes.
- (4) Notwithstanding Section 37 of the Ministry of Finance and Economic Management Act 1995-96, the appropriations made under this Act will lapse on 30 June 2020.

Appropriation Bill 2019

- (5) Payments that may be charged against any appropriation made by this Act after 30 June 2020 are limited to—
 - (a) self-balancing journal entries to correct posting errors during the year ended 30 June 2020; or
 - (b) expenses incurred or payments due during the year ended 30 June 2019 for which a valid invoice was submitted before 30 June 2019, but for which a payment or payments to extinguish that liability in relation to that invoice had not been made by 30 June 2020.
- (6) The appropriations made in the Appropriation Act 2018 will lapse on 30 June 2019.
- (7) Payments that may be charged after 30 June 2019 against any appropriation that lapses under the provisions of subsection (6) are limited to—
 - (a) self-balancing journal entries to correct posting errors during the year ended 30 June 2019; or
 - (b) Expenses incurred or payments due during the year ended 30 June 2019 for which a valid invoice was submitted before 30 June 2019, but for which a payment or payments to extinguish the liability in relation to that invoice had not been made by 30 June 2019.
- (8) Where in the period ended 30 June 2019, the Financial Secretary appointed under section 4 of the Ministry of Finance and Economic Management Act 1995-96 had directed that an unexpended appropriation from an Appropriation Act for a previous year be available for expenditure in the year ended 30 June 2019, those appropriations will also lapse on 30 June 2019.
- (9) Payments that may be charged after 30 June 2019 against any appropriation that lapses under the provisions of subsection (8) are limited to—
 - (a) self-balancing journal entries to correct posting errors during the year ended 30 June 2019; or
 - (b) expenses incurred or payments due during the year ended 30 June 2019 for which a valid invoice was submitted before 30 June 2019, but for which a payment or payments to extinguish the liability in relation to that invoice had not been made by 30 June 2019.

Schedule 1
Agency Budget Appropriations

Agency	Personnel	Operating	Administered Payments	Depreciation	Gross Current Appropriation	Trading Revenue	Net Current Appropriation
Agriculture	1,006,072	315,509	0	22,181	1,343,762	90,535	1,253,227
Audit (PERCA)	993,854	114,300	0	21,000	1,129,154	60,700	1,068,454
Crown Law	769,756	181,319	300,000	6,000	1,257,075	0	1,257,075
Cultural Development	740,850	164,502	977,500	93,655	1,976,507	150,000	1,826,507
Business Trade and Investment Board	432,796	344,866	0	4,500	782,162	28,000	754,162
Education	11,366,964	3,275,358	4,612,289	641,000	19,895,611	0	19,895,611
Environment	971,843	351,952	332,241	30,381	1,686,417	35,000	1,651,417
Finance and Economic Management	5,024,219	926,483	14,914,371	358,344	21,223,417	954,341	20,269,076
Financial Services Development Authority	242,797	277,906	0	9,868	530,571	0	530,571
Foreign Affairs	1,815,692	868,103	15,000	77,726	2,776,521	28,000	2,748,521
Head Of State	162,503	43,603	36,000	8,057	250,163	0	250,163
Health	11,643,618	2,842,444	2,146,870	886,614	17,519,546	350,000	17,169,546
Infrastructure Cook Islands	2,399,009	444,564	3,200,000	241,596	6,285,169	300,000	5,985,169
Internal Affairs	1,195,725	277,199	2,978,309	20,113	4,471,346	6,000	4,465,346
<i>of which: Welfare Payments - Allowances</i>			<i>1,291,309</i>				
Justice	1,930,495	377,805	460,000	87,463	2,855,763	550,000	2,305,763
Corrective Services	1,105,842	190,115	0	43,984	1,339,941	100,000	1,239,941
Marine Resources	1,231,685	745,933	300,000	95,000	2,372,618	28,000	2,344,618
Ombudsman	256,350	68,226	0	5,822	330,398	0	330,398
Parliamentary Services	557,267	71,835	110,000	19,579	758,681	0	758,681
Police	3,518,527	541,724	305,000	1,009,948	5,375,199	201,783	5,173,416
Prime Minister's Office	1,393,400	396,447	873,000	59,039	2,721,886	0	2,721,886
Public Service Commission	375,149	285,616	1,741,645	21,200	2,423,610	0	2,423,610
Tourism Corporation	1,918,191	2,398,471	4,922,000	36,000	9,274,662	150,000	9,124,662
Transport	899,951	208,034	0	52,247	1,160,232	36,000	1,124,232
Cook Islands Investment Corporation	1,507,476	1,353,014	5,380,000	50,000	8,290,490	753,831	7,536,659
Cook Islands Seabed Minerals Authority	196,778	89,127	0	9,387	295,292	0	295,292
Total Ministries, Crown & Statutory Agencies	53,656,809	17,154,454	43,604,225	3,910,704	118,326,192	3,822,190	114,504,002

Appropriation Bill 2019

Agency	Personnel	Operating	Administered Payments	Depreciation	Gross Current Appropriation	Trading Revenue	Net Current Appropriation
Ministerial Support							
Prime Minister	301,696	109,773	0	11,100	422,569	0	422,569
Deputy Prime Minister	260,784	81,289	0	7,927	350,000	0	350,000
Minister Vaine Mokoroa	121,200	163,300	0	5,500	290,000	0	290,000
Minister Vainetutai Toki-Brown	181,000	97,838	0	11,162	290,000	0	290,000
Minister Robert Tapaitau	188,000	92,010	0	9,990	290,000	0	290,000
Minister George Angene	164,000	114,000	0	12,000	290,000	0	290,000
7th Minister Office	180,000	108,000	0	2,000	290,000	0	290,000
Leader Of Opposition	115,160	168,040	0	6,800	290,000	0	290,000
Total Ministerial Support Offices	511,840	934,250	-	66,479	2,512,569	-	2,512,569
Outer Islands							
Aitutaki	1,209,626	416,495	0	434,365	2,060,486	67,828	1,992,658
Atiu	851,976	427,184	0	416,555	1,695,715	224,318	1,471,397
Mangaia	943,706	578,760	0	635,824	2,158,290	301,000	1,857,290
Manihiki	707,715	150,616	0	474,383	1,332,714	119,000	1,213,714
Mauke	730,255	212,655	0	417,034	1,359,944	113,853	1,246,091
Mitiaro	678,693	73,824	0	91,242	843,759	60,900	782,859
Palmerston	282,500	65,474	0	84,399	432,373	20,500	411,873
Penrhyn	599,964	163,309	0	138,881	902,154	74,000	828,154
Pukapuka-Nassau	906,017	142,706	0	213,381	1,262,104	73,695	1,188,409
Rakahanga	415,294	59,249	0	82,406	556,949	50,000	506,949
Total Outer Islands	7,325,746	2,290,272	-	2,988,470	12,604,488	1,105,094	11,499,394
Gross Total	62,494,395	20,378,976	43,604,225	6,965,653	133,443,249	4,927,284	128,515,965

Schedule 2
PAYMENTS ON BEHALF OF THE CROWN (POBOCs)

Administering Ministry	POBOC	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Compensation of Employees				
Finance & Economic Management	Parliamentary Superannuation	180,000	180,000	0
Audit	PERC Salaries and Administration Costs	42,500	57,500	15,000
Parliamentary Services	Civil List - Personnel	2,267,961	2,901,961	634,000
Parliamentary Services	House of Ariki	228,420	348,420	120,000
Compensation of Employees POBOCs		2,718,881	3,487,881	769,000
Use of Goods and Services				
Audit	Audit Fees	95,600	95,600	0
Prime Minister's Office	Local Government Election	0	30,000	30,000
Parliamentary Services	Civil List - Constituency Visits	170,200	170,200	0
Parliamentary Services	Parliamentary Sitting Expenses	286,000	150,000	-136,000
Parliamentary Services	QR Travel and Allowances (local and overseas)	109,000	109,000	0
Parliamentary Services	MP Travel and Allowances (local and overseas)	321,000	341,000	20,000
Foreign Affairs	International Maritime Organisation - Maritime Cook Islands	63,461	63,461	0
Use of Goods and Services POBOCs		1,045,261	959,261	-86,000
Subsidies				
Cook Islands Investment Corporation	Airport Authority subsidy	2,047,997	2,047,997	0
Cook Islands Investment Corporation	Bank of the Cook Islands - social assistance subsidy	120,000	128,000	8,000
Cook Islands Investment Corporation	Ports Authority - subsidy	110,099	110,099	0
Cook Islands Investment Corporation	Te Aponga Uira - social assistance subsidy	380,000	380,000	0
Subsidies POBOCs		2,658,096	2,666,096	8,000
Social Assistance				
Internal Affairs	Welfare Payments	18,156,712	19,689,535	1,532,823
Social Assistance POBOCs		18,156,712	19,689,535	1,532,823
Other Expense				
Finance & Economic Management	Pacific Catastrophe Risk Insurance	120,694	120,694	0
Finance & Economic Management	CIG Insurance	100,000	100,000	0
Finance & Economic Management	BEPS Subscription	0	35,000	35,000
Foreign Affairs	International Subscriptions	673,717	687,967	14,250
Other Expenses POBOCs		894,411	943,661	49,250
Grand Total		25,473,361	27,746,434	2,273,073

Schedule 3
Cook Islands Capital Spending

	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Cook Islands Government Capital programs	47,071,874	40,410,336	-6,661,538
Total Capital spending	47,071,874	40,410,336	-6,661,538

Schedule 4
Official Development Assistance¹

	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Operating or recurrent expenditure	16,047,701	10,396,102	- 5,651,599
Capital Project Expenditure	37,406,056	47,093,335	9,687,278
Total Official Development Assistance	53,453,757	57,489,437	4,035,680

Schedule 5a
Other Expenses and Financing Transactions

Category of Expense	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Contingency Funds - Operating	365,000	100,000	-265,000
Crown Infrastructure Depreciation	4,602,500	4,602,500	0
Provisional for Doubtful Debts	0	0	0
Transfer to Emergency Response Trust Fund	50,000	50,000	0
Transfer to Reserve Trust Fund	740,767	0	-740,767
Depreciation Contingency Fund	2,173,500	2,173,580	80
Total Other Expenses	7,931,767	6,926,080	-1,005,687

Schedule 5b
Loan Repayment Fund (LRF) Appropriations

Category of Appropriation	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Contribution to LRF - Principal	6,995,000	7,696,000	701,000
Contribution to LRF - Interest	2,367,000	2,229,000	-138,000
Total Contribution to LRF	9,362,000	9,925,000	563,000

Summary

Category of Payment	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Schedule 1 - Ministry Outputs (Gross Operating)	130,938,191	133,443,249	2,505,058
Schedule 2 - POBOCs	25,473,361	27,746,434	2,273,073
Schedule 3 - CIG Capital Expenditure	47,071,874	40,410,336	-6,661,538
Schedule 4 - Official Development Assistance	53,453,757	57,489,437	4,035,680
Schedule 5a - Other Expenses and Financing Transactions	7,931,767	6,926,080	-1,005,687
Schedule 5b - Loan Reserve Fund Appropriations	9,362,000	9,925,000	563,000
TOTAL APPROPRIATION	274,230,950	275,940,536	1,709,586

This Act is administered by the Ministry of Finance and Economic Management.
Printed under the authority of the Cook Islands Parliament—2019.

¹Excluding Budget Support (Core Sector Support) and appropriated through agencies in Schedule 1.

3 Budget Overview

3.1 Summary

The 2019/20 Budget is the first year of the 2019/20–2022/23 Medium-term Fiscal Strategy (MTFS) and re-confirms the Government’s commitment to sound fiscal and economic management. The Budget signals adherence to the fiscal rules outlined in the MTFS, an improvement in the fiscal balance and a declining debt profile. This is in the context of strong economic growth, which is expected to stabilise over the forward budget period to 2022/23.

The Government’s focus in the 2019/20 Medium-term Budget is on improving the country’s productive capacity by:

- Investing in infrastructure that will ensure the sustainability of economic growth and the resilience of the economy to climate change.
- Increasing revenue without increasing the tax burden on society, through economic growth and by ensuring that tax legislation is enforced in an equitable manner.
- Investing in the capabilities of Government Agencies to ensure they operate effectively and efficiently.

Key budget measures to meet these policy elements are increased funding for:

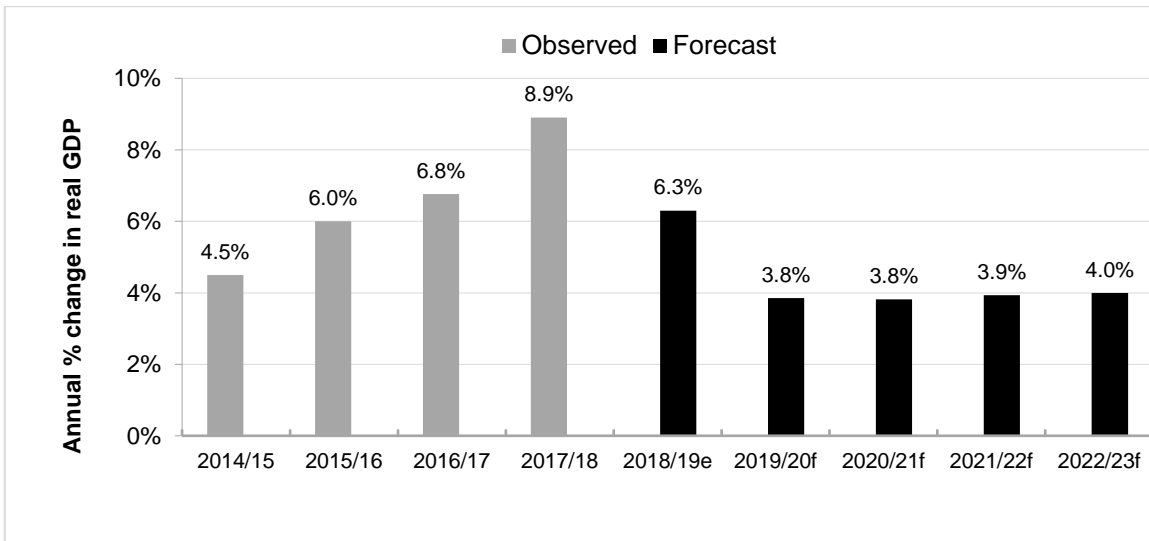
- Law and order – to ensure effective institutions, the backbone of a strong society.
- Health – to ensure that Cook Islanders have access to a strong health care system and are able to meet their productive potential.
- Roads and drainage – to create safe and efficient transport on Rarotonga and to facilitate sustainable tourism.
- Government salaries – to reflect the increased cost of living in Rarotonga and the need to attract returning highly skilled Cook Islanders.

The 2019/20 Budget is an investment in the future of the Cook Islands by ensuring essential services and infrastructure are available to support economic stability.

3.2 Economic performance and outlook

As shown in Figure 3-1, the Cook Islands experienced real Gross Domestic Product (GDP) growth of 8.9 per cent in 2017/18, rising from \$463.2 million to \$504.5 million. This performance continues a strong run of growth of 6.0 per cent in 2015/16 and 6.8 per cent in 2016/17. Growth is expected to remain robust in the coming years, albeit at slightly lower levels, due to continued but slower growth in tourism and investment, both public and private. A growth rate of 6.3 per cent is estimated in 2018/19, with growth forecast to fall to 3.8 per cent in 2019/20, with annual average growth over the 4-year forward forecast at 3.9 per cent.

Figure 3-1 Real GDP growth, annual percentage change



3.3 Fiscal performance and outlook

Strong economic growth is expected to result in a robust fiscal profile over the forward years. Revenue, having increased significantly since 2012/13, is expected to continue to grow, albeit at lower rates. Expenditure is expected to grow strongly against historical actuals, but only slightly against recent appropriations, with a focus on increasing the ability of Government agencies to complete projects appropriated in the Budget.

Figure 3-2 Fiscal performance and outlook (\$'000)

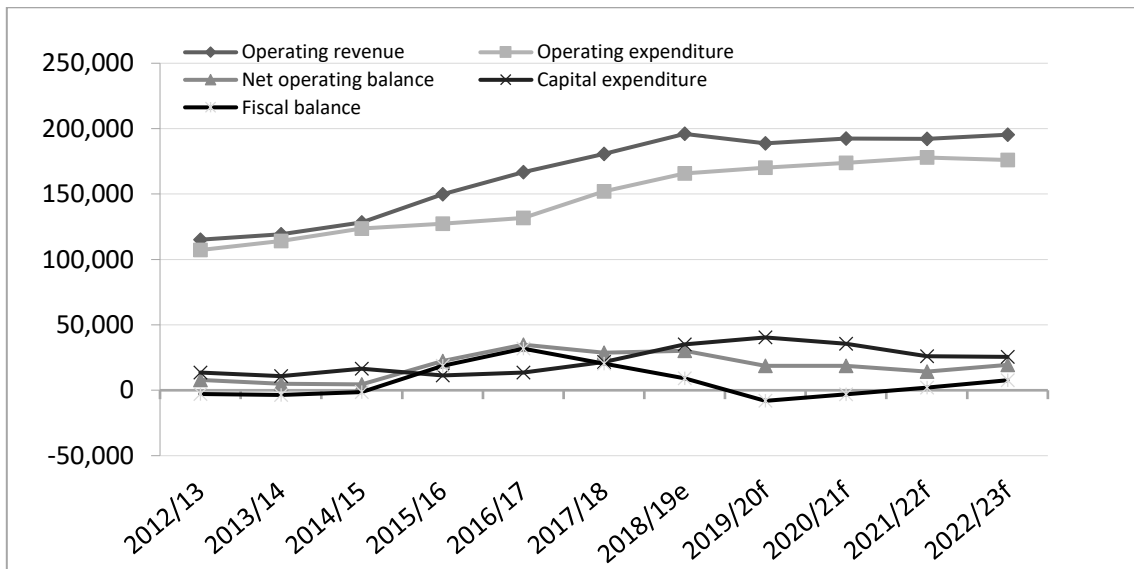


Table 3-1 Summary fiscal statement, 2019/20 to 2022/23

\$ million	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Operating Balance	28.7	30.3	18.6	18.6	14.4	19.4
Fiscal Balance surplus/deficit	20.4	9.2	-8.1	-3.2	2.0	7.6
Working Capital	125.9	130.5	58.8	47.8	41.3	39.9
Stabilisation Account	0.0	0.0	56.7	56.7	56.7	56.7
Net Crown Debt, end of FY	95.6	117.9	108.0	99.2	89.4	80.1

The fiscal rules have been met in the 2019/20 Budget, with a fiscal deficit of -1.4 per cent anticipated in 2019/20. This improves to a deficit in 2021/22 of -0.5 per cent. Debt levels are expected to improve over the forward estimates, and cash reserves are expected to remain stable.

Table 3-2 Fiscal rules performance

Rules	Unit	Threshold	2019/20	2020/21	2021/22	2022/23
Total Expenditure Growth	%	4	1.4	-0.7	-2.5	-1.2
Net debt to GDP	%	30	18.6	16.3	14.1	12.1
Fiscal balance to GDP	%	-1.9	-1.4	-0.5	0.3	1.1
Cash reserves	Months	3	4.5	3.6	3.0	3.0

4 Fiscal Strategy

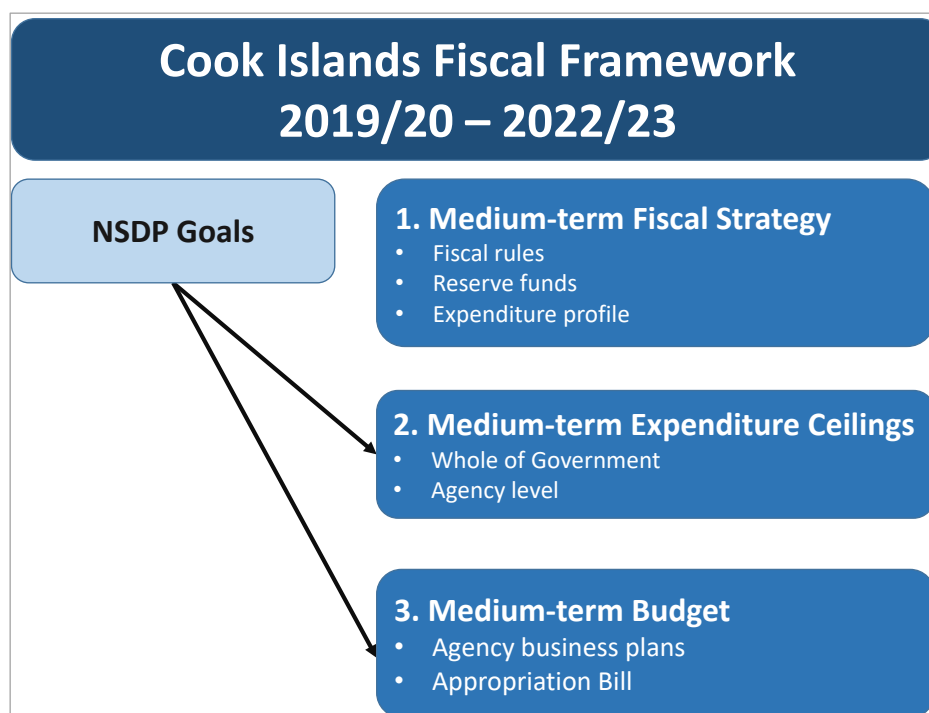
4.1 The Cook Islands Fiscal Framework 2019/20–2022/23

The Cook Islands Government launched its new medium-term fiscal planning and budget process, with the Cook Islands Fiscal Framework 2019/20–2022/23 (the Framework) in December 2018 in the 2018/19 Half-year Economic and Fiscal Update.²

The Framework is designed to strengthen the strategic focus of the Government’s expenditure and tax decisions by incorporating a more robust medium-term perspective that takes into account interactions with the economy. The Framework has been established to achieve the following outcomes:

- improved long-term fiscal sustainability through responsible fiscal management and debt sustainability; and
- improved medium-term fiscal planning nationally, and within each agency.

Figure 4-1 Framework elements



The Framework comprises three cascading, interlinked elements, shown in Figure 4-1, that together result in a fiscally-responsible 4-year budget that takes account of the economic cycle:

- **Medium-term Fiscal Strategy** – provides the basis for the fiscal rules, the establishment of reserve funds for economic downturns, natural disasters, and future generations, and a Government expenditure profile guided by the economic context.

² Available at: http://www.mfem.gov.ck/images/MFEM_Documents/Treasury_Docs/Budget_Documents/2018-19_Half_Year_Economic_and_Fiscal_Update.pdf.

- **Medium-term Expenditure Ceilings** – guided by the MTFS, whole of Government expenditure ceilings for each of the 4 years are then divided into Agency ceilings, taking into account National Sustainable Development Plan 2016–20 (NSDP) goals and Agency capacity requirements.
- **Medium-term Budget** – Agency business plans that reflect individual ceilings, along with tax and economic forecasts, are used to prepare the medium-term budget – the appropriation estimates for 2019/20, and forecasts for three forward years to 2022/23.

The Framework has been implemented for the first time in the 2019/20 budget cycle. The first two elements of the Framework, and their application in this budget cycle are discussed below, with the third element, the Medium-term Budget, set out in the remainder of this Budget Book.

4.2 Medium-term Fiscal Strategy

At the same time as the public launch of the Framework, the Ministry of Finance and Economic Management (MFEM) published a detailed paper on the Medium-term Fiscal Strategy (MTFS), which forms the base of the Framework.³

The MTFS aims to smooth Government expenditure over the course of the economic cycle. It sets out the Government’s fiscal commitments over the medium-term, including the fiscal rules that the Government will aim to achieve, economic forecasts and in turn, the Government’s expenditure profile.

The specific objective of the MTFS is to deliver fiscally sustainable budgets. To achieve this the Government has committed to:

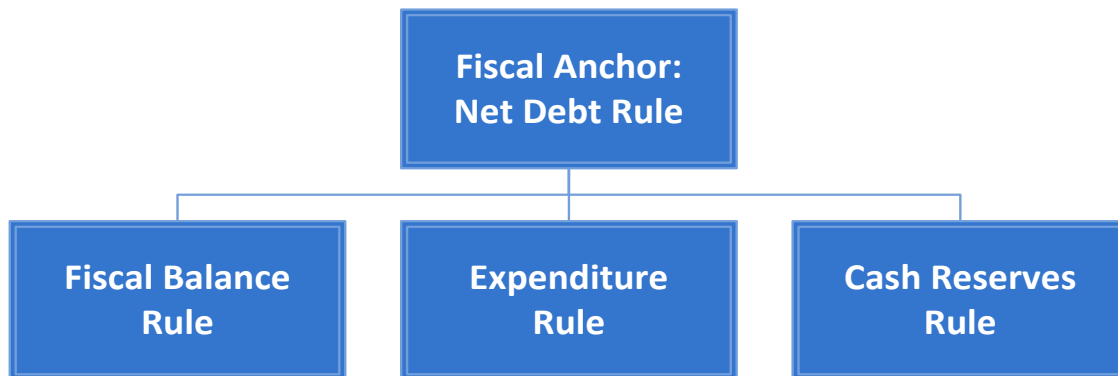
- Adhere to the fiscal rules on debt, fiscal balance, expenditure growth and cash reserves.
- The development of, and appropriation into, reserve funds (Stabilisation Account and Sovereign Wealth Fund) to improve economic resilience.
- An expenditure profile that is guided by the economic context.
- The Government’s fiscal strategy is also underpinned by the following policy elements:
 - Investing in infrastructure that will ensure the sustainability of economic growth and the resilience of the economy to climate change.
 - Increasing revenue without increasing the tax burden on society, through economic growth and by ensuring that tax legislation is enforced in an equitable manner.
 - Investing in the capabilities of Government Agencies to ensure they operate effectively and efficiently.

The Government has committed to four MTFS fiscal rules, performance against which is publicly reported:

- **Net Debt Rule:** net debt should not exceed a soft cap of 30 per cent of GDP, and cannot exceed a hard cap of 35 per cent of GDP.
- **Fiscal Balance Rule:** the fiscal balance cannot exceed a deficit of 1.9 per cent of nominal Gross Domestic Product (GDP).
- **Expenditure Rule:** budgeted expenditure cannot grow by more than 4 per cent year-on-year.
- **Cash Reserves Rule:** the equivalent of 3 months of operating expenditure must be held in cash at any one time.

³ Available at: http://www.mfem.gov.ck/images/CEO/Medium_term_Fiscal_Strategy_2019_23_-_Copy.pdf.

Figure 4-2 MTFS rule structure



The Government has also committed to a number of operational MTFS guides:

- *Personnel ratio* – expenditure on personnel less than 40 per cent of total Government revenue.
- *Requirement to spend cash* – no new debt commitments where the Government has sufficient cash to fund the relevant expenditure.
- *Cyclically-adjusted balance* – use of the cyclically-adjusted balance as a benchmark when developing the total expenditure ceiling to disconnect spending from cyclical revenues and allowing governments to maintain expenditure during downturns.
- *Stabilisation Account* – cash in excess of 4 months of operating expenditure at the end of the financial year transferred to the Stabilisation Account at the beginning of the next year. (An additional 1 month to the 3 months expenditure rule is retained as a buffer).

4.3 Performance against the fiscal rules

The 2019/20 budget meets all the fiscal rule thresholds over the 4-year period.

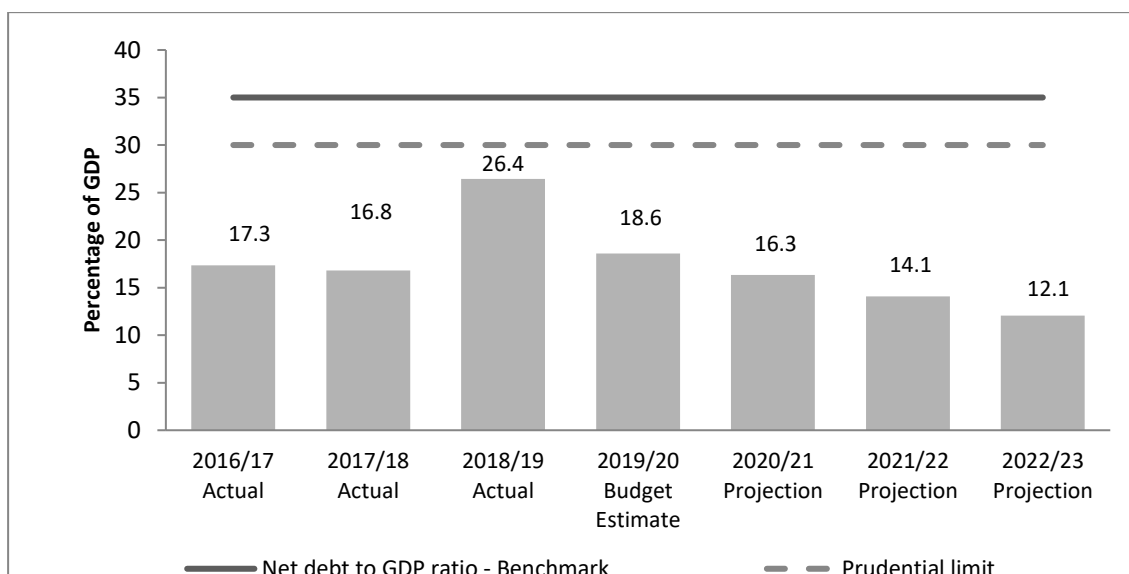
4.3.1 Net debt rule

Net debt (taken here to be gross debt obligations, net of the funds in the LRF) to GDP measures the level of debt relative to national income, and is intended to control the overall level of debt taken on by Government, including SOE's. The limit agreed to by Government is to maintain net debt within a hard target of 35 per cent of GDP. This would represent total borrowings of around \$204 million in 2019/20. The Government remains well within the net debt benchmark.

Figure 4-3 shows the 30 per cent soft debt target that the Government is committed to staying below, which is equivalent to approximately \$174 million in 2019/20. This ensures that there is at least 5 per cent of GDP available in debt financing should there ever be a major economic or natural disaster before the Government breaches the voluntary debt limit. As at June 2020, it is expected that Government will have a net debt ratio of approximately 18.6 per cent, well within the debt benchmarks.

Debt levels are expected to further improve over the forward estimates to 12.1 per cent of GDP by 2022/23.

Figure 4-3 Net debt to GDP ratio, 2016/17 to 2022/23



The Government does not consider these ratios in isolation. Any proposal to take on additional borrowing is assessed in the context of the whole of the Government Budget, the Crown’s ability to pay annual debt servicing and international best practice. The latter aspect includes prudential requirements set by the Crown’s lenders.

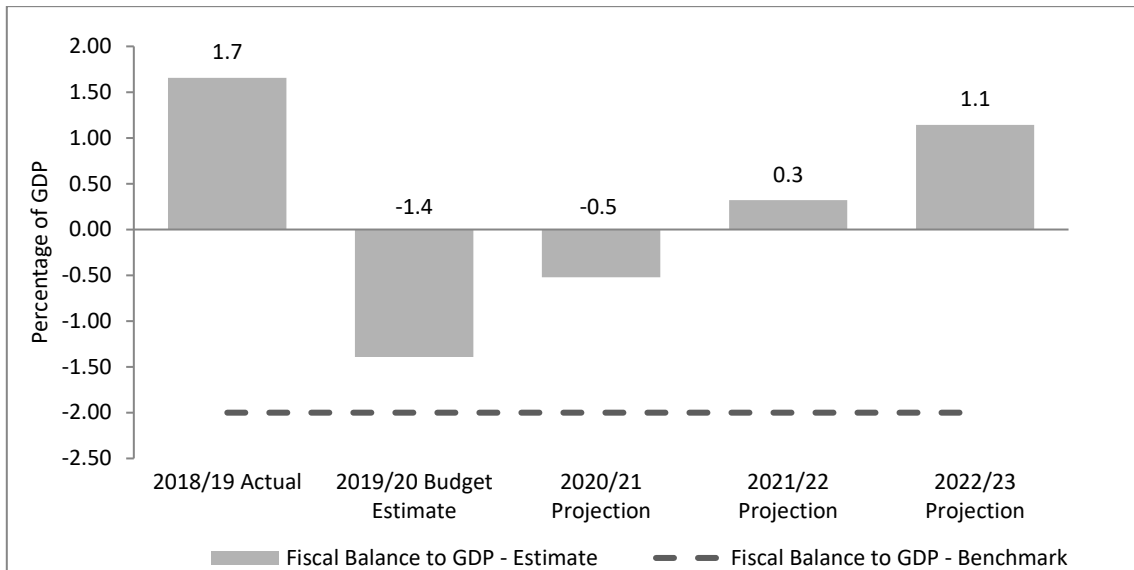
Proposals to take on new loans are treated under transparent processes as required by the MFEM Act 1995/96 and the LRF Act 2014. The LRF Act 2014 requires MFEM to analyse and report to the Parliament and the public on the impact of new borrowing in the context of the Government’s lending policy, including the amortisation schedule, the impact on debt service burden of the Government over the life of the loan, and an assessment of the sustainability of aggregate Government debt. Reports are required to be made in advance of loan agreements being finalised.

4.3.2 Fiscal balance rule

The fiscal balance is the operating balance less net capital expenditure (total capital expenditure less depreciation). Where the fiscal balance is in deficit, it must be serviced through lending or a drawdown of reserve funds. The rule states that the fiscal balance cannot exceed a deficit of 1.9 per cent of GDP to ensure that Government does not accumulate debt too quickly, and taken together with the net debt to GDP rule, ensures that debt is managed and taken on within sustainable levels.

As Figure 4-4 illustrates, the Government’s expected fiscal balances for 2019/20 is a deficit of 1.4 per cent of GDP, well within the benchmark. The fiscal balance is expected to improve over forward estimates to a surplus of 1.1 per cent of GDP in 2022/23.

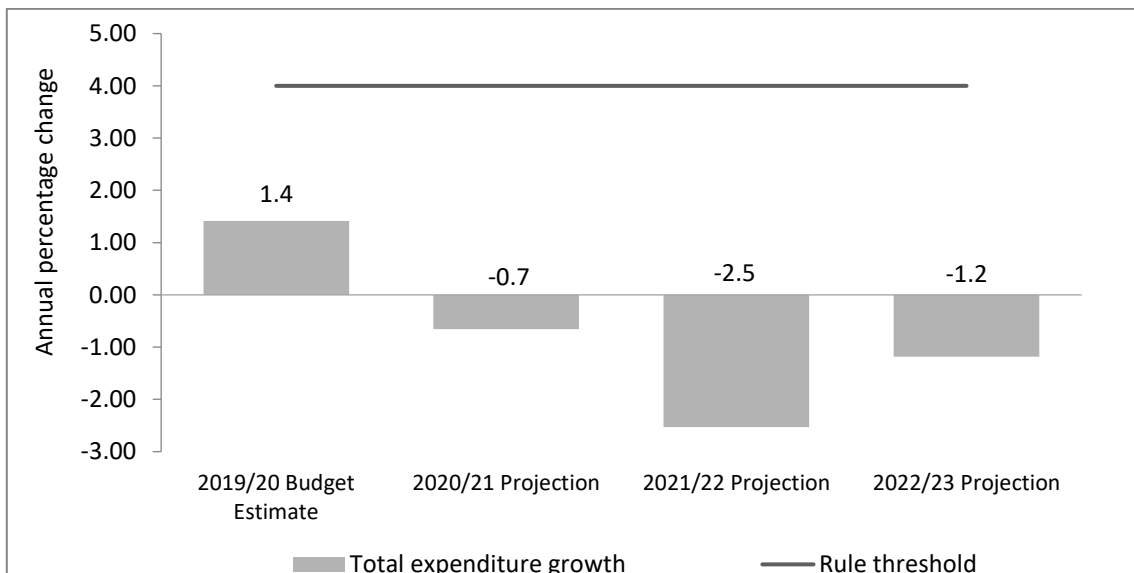
Figure 4-4 Fiscal balance to GDP, 2018/19 to 2022/23



4.3.3 Expenditure rule

The expenditure rule, introduced for the first time in the 2019/20 Budget, controls Government expenditure, operating and capital, by limiting year-on-year growth to a maximum of 4 per cent. As shown in Figure 4-5, the expenditure profile in 2019/20 and over the forward estimates is well within the threshold.

Figure 4-5 Expenditure growth, 2019/20 to 2022/23

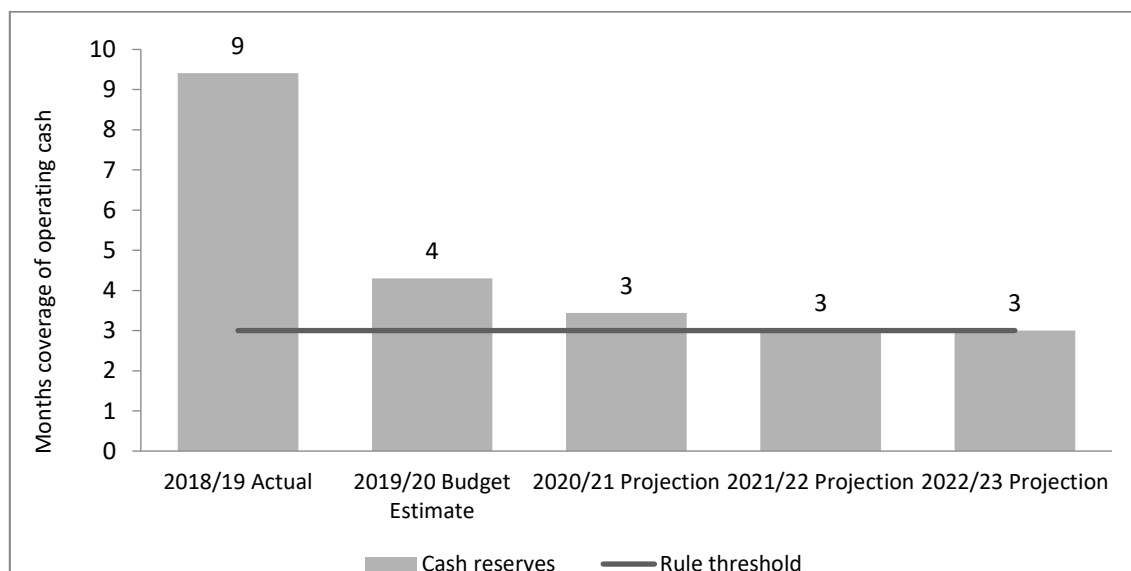


4.3.4 Cash reserves rule

For prudential reasons, the Government requires a level of cash reserves to be on hand at all times, to act as a buffer in case of a liquidity shortage. For example, if a large cyclone were to impact Rarotonga, and cause a halt to tax collections, the Government would require a level of cash to be held in reserve to cover this scenario. A prudent level of cash reserves is considered to be three months of operating expenditure, either available as cash or liquid cash investments.

Figure 4-6 shows that the Government is currently in a strong position to support any liquidity shortage should it be required.

Figure 4-6 Cash reserves to operating expenditure, 2018/19 to 2022/23



Sensitivity performance against the rules under a range of fiscal and economic scenarios, positive and negative, is analyzed in Chapter 4.11.

4.4 Establishment of reserve funds

With a view to improving the fiscal resilience of the Cook Islands against economic shocks and natural disasters, and collecting revenues from seabed minerals harvesting for future generations, the Government has committed to establishing two reserve funds under the MTFS.

Stabilisation Account

The first is the Stabilisation Account, which holds excess cash and will be used to make additional debt repayments in periods of strong economic growth, and to cover operational and capital expenditure during periods of economic contractions.

The Stabilisation Account has been set up in the 2019/20 budget, with \$56.7 million of the \$115.5 million unencumbered cash as at 1 July 2019.

To guide the administration of the account, MFEM has drafted a Stabilisation Account Policy. This sets out clear rules around transfers into and out of the account, along with investment strategies for managing the funds in the account.

Once a minimum balance, which will initially be set at \$25 million, has been reached in the Stabilisation Account, the funds can be used to make additional repayments on current debt during periods of real economic growth greater than 4 per cent per year. The decision to make additional repayments, as opposed to maintaining funds in the Stabilisation Account will be guided by a Debt Management Strategy to be developed in 2019.

During periods of real economic contraction, defined as growth less than 1 per cent per year, funds can be drawn from the Stabilisation Account to fund government operations and investment, however the use of the funds must not result in a breach of the MTFS fiscal rules.

Sovereign Wealth Fund

The second reserve fund is a Sovereign Wealth Fund which will capture the revenues expected in the future from seabed minerals harvesting for use by future generations. The fund will be scoped and established in concert with the development of the seabed minerals sector.

4.5 Medium-term expenditure ceilings

A medium-term expenditure profile, effectively a Government budget ceiling for each year of the 2019/20 budget cycle, that is both consistent with the fiscal rules and the economic context, was announced in the MTFS. Table 4-1 shows the profile, along with the fiscal space, indicating the amount of additional expenditure that the Government can undertake in each year compared to the respective forward estimates set out in the 2018/19 Budget.

Table 4-1 Expenditure profile performance

\$ million	2019/20	2020/21	2021/22	2022/23
Total expenditure – MTFS planned	206.3	204.8	205.2	205.2
Fiscal space	8	23	40	40
Total expenditure – 2019/20 Budget	210.7	209.3	204.0	201.6
Under (+)/ Over (-)	2%	2%	0%	-2%

In determining the recommended expenditure profile for the MTFS, MFEM considered two fiscal space measures, both consistent with the MTFS fiscal rules: the structural deficit ceiling approach, which estimates the difference between the structural fiscal balance and nominal fiscal balance, and the cyclically-adjusted balance method, which accounts for the effects of business cycle fluctuations on revenue and expenditure. MFEM then adopted a ceiling which provided a fiscally responsible level of fiscal space, while acknowledging the investment needs of the country.

The total expenditure estimates contained in the 2019/20 Budget are slightly higher than the announced ceilings for 2019/20 and 2020/21, as shown in Table 4-1. This expenditure remains consistent with the fiscal rules, as shown in section 4.3, with the minor increase reflecting the need to invest in improving the productive capacity of both the economy and the Government over the next four years:

- investing in infrastructure that will ensure the sustainability of economic growth and the resilience of the economy to climate change; and
- investing in the capabilities of Government Agencies to ensure that they are operating effectively and efficiently.

To guide the development of medium-term expenditure ceilings for each Government Agency within the overall ceiling, MFEM commissioned a Government-wide public expenditure review (PER). The focus of the review was on the efficiency and effectiveness of Government Agencies in meeting their National Sustainable Development Plan goals. This information in turn informed the budget allocations for 2019/20 to 2022/23 that are presented in this Budget.

The resulting allocation of the budget ceiling is shown in Table 4-2. This highlights in particular the adjustments to baseline operating expenditure for Agencies, Ministerial support and the Pa Enea, Administered payments and Payments on behalf of the Crown (POBOC).

Table 4-2 Aggregate ceiling breakdown, \$ million

Category	2019/20	2020/21	2021/22	2022/23
Baseline*				
Ministries	106.1	104.2	104.2	104.2
Pa Enea	10.1	10.1	10.1	10.1
Ministerial Support	2.2	2.2	2.2	2.2
Baseline - Total	118.4	116.5	116.6	116.6
Operating Adjustment				
Ministries	5.0	10.5	14.2	14.5
Pa Enea	.6	1.3	1.3	1.3
Ministerial Support	.3	.3	.3	.3
Depreciation	2.1	2.1	2.1	2.1
Administered Payments	7.1	6.4	7.2	4.9
Operating Adjustment - Total	15.2	20.7	25.1	23.2
New Total Operating Baseline	133.5	137.2	141.7	139.7
POBOC				
Baseline	26.2	26.2	26.2	26.2
Adjustments	1.5	1.7	1.6	1.7
POBOC Total	27.7	27.9	27.8	27.9
Capital	40.4	35.5	26.1	25.5
Other	9.1	8.8	8.6	8.6
Total	210.7	209.3	204.0	201.6



















* Includes Personnel, Operating, Administered Payments and Depreciation

4.6 Medium-term national priorities

The medium-term expenditure ceiling has been allocated across a range of National Sustainable Development Plan 2016–20 (NSDP) goals, as agreed by Government at the November 2018 Cabinet Retreat.

The priority goals for each year of the 2019/20 Budget and forward estimates is shown in Figure 4-7. The medium-term focus is on investing in infrastructure (Goal 5: Build resilient infrastructure and ICT to improve our standard of living) and climate change resilience (Goal 13: Strengthen resilience to combat the impacts of climate change and natural disasters). These two goals are priorities for 2019/20 and each of the forward estimate years

Figure 4-7 Medium-term NSDP goal priorities

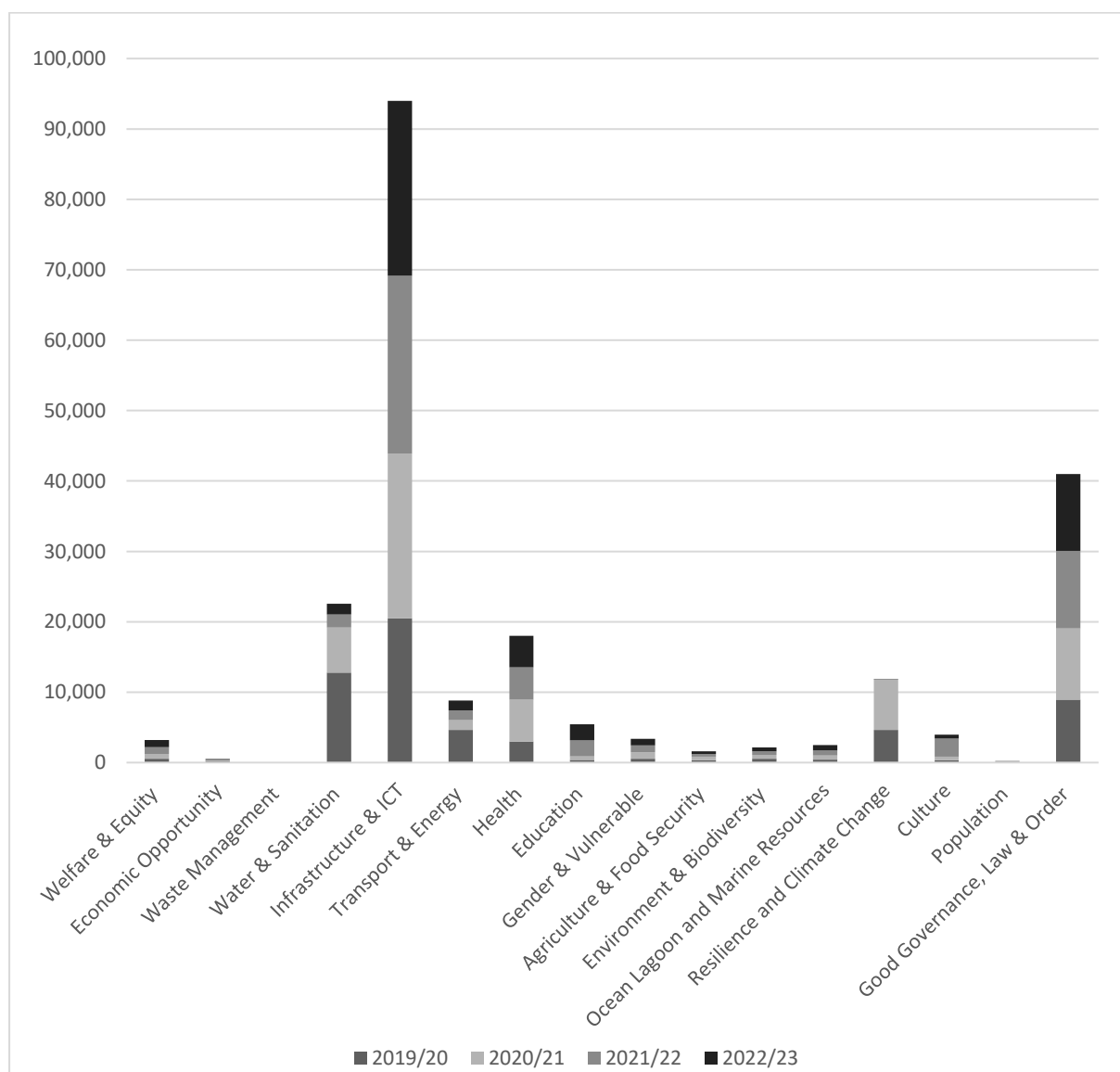
2019/20	2020/21	2021/22	2022/23
 Goal 9: Gender & the Vulnerable	 Goal 8: Education	 Goal 3: Waste Management	 Goal 1: Welfare & Equity
 Goal 16: Good Governance, Law & Order		 Goal 6: Transport & Energy	 Goal 2: Economic Opportunities
 Goal 7: Health		 Goal 12: Ocean Lagoon and Marine Resources	 Goal 15: Population
 Goal 13: Resilience and Climate Change			
 Goal 11: Environment & Biodiversity	 Goal 10: Agriculture & Food Security	 Goal 14: Culture	 Goal 7: Health
 Goal 5: Infrastructure & ICT			
 Goal 4: Water & Sanitation			 Goal 8: Education

A summary of the new expenditure initiatives by priority goal for 2019/20 is outlined below in Table 4-3 and Figure 4-8. This covers all funding for capital projects and new funding allocated into operating (ie existing operating baselines are not considered here). A total of \$219 million is allocated towards capital and new operating funding initiatives across the medium-term. Areas of more substantial funding are further described below, and further detail is provided in Chapter 12.

Table 4-3 Summary of Operating and Capital Initiatives (\$000's)

Goal	Summary of New Initiatives	2019/20	2020/21	2021/22	2022/23	Total	%
1	Welfare & Equity	549	684	939	1,024	3,196	1.5%
2	Economic Opportunity	200	100	111	111	522	0.2%
3	Waste Management	0	0	0	0	0	0.0%
4	Water & Sanitation	12,772	6,430	1,855	1,500	22,557	10.3%
5	Infrastructure & ICT	20,474	23,415	25,265	24,815	93,969	42.9%
6	Transport & Energy	4,616	1,396	1,396	1,396	8,805	4.0%
7	Health	2,976	5,980	4,580	4,480	18,016	8.2%
8	Education	390	510	2,269	2,269	5,437	2.5%
9	Gender & Vulnerable	536	958	939	940	3,374	1.5%
10	Agriculture & Food Security	340	490	390	390	1,610	0.7%
11	Environment & Biodiversity	542	537	537	537	2,152	1.0%
12	Ocean Lagoon and Marine Resources	400	590	740	740	2,470	1.1%
13	Resilience and Climate Change	4,650	7,150	50	50	11,900	5.4%
14	Culture	330	525	2,548	548	3,951	1.8%
15	Population	50	50	50	50	200	0.1%
16	Good Governance, Law & Order	8,955	10,093	11,008	10,913	40,969	18.7%
	Total	57,779	58,908	52,677	49,763	219,128	100%

Figure 4-8 Summary of Expenditure by 2019/20 goals, 2019/20 – 2022/23



Note that the allocation of funding into goals is quite subjective. Individual projects and funding initiatives will often have a benefit across multiple goals at any time, such an analysis is not practical here, hence projects and funding initiatives are assigned to a single goal in each case.

Goal 4 – Water and Sanitation - 10 per cent of the total, is largely the result of two legacy water and sewerage projects which are mid-construction or project planning; Te Mato Vai and Mei Te Vai Ki Te Vai.

Goal 5 – Infrastructure and ICT - 43 per cent of the total, include a significant ramp up in road and sea transport infrastructure and drainage capital projects.

Goal 7 – Health - Funding to enable hiring and retention of specialist medical staff and a CT Scanner to improve primary diagnosis and care within the Cook Islands.

Goal 13 – Resilience & Climate Change - Primarily composed of new Cyclone Centers for the Pa Enuu.

Goal 16 – Governance, Law and Order - accounts for 19 per cent of the total spend. This includes substantial new operating funding for Ministry of Justice to increase personnel and thereby improve systemic efficiency, funding for the Cook Islands Police Service to improve wages and hiring capacity, and Ministry of Corrective Services to strengthen the prison and probation services. Operating shortfalls which have been restricting the ability of government agencies to deliver effectively have also been funded across the whole of government.

4.7 Medium-term fiscal outlook

The Cook Islands has continued the strong run of economic growth seen in recent years, generating a stream of Government revenue that has increased at a faster rate than Government expenditure, providing a sound fiscal basis for the 2019/20 Budget. A strong fiscal position makes the Cook Islands more resilient to future economic shocks and natural disasters.

Fiscal performance and outlook

Figure 4-9 shows a time series of general Government operating revenue and expenditure from 2012/13 to 2018/19, with forecast data included for the medium-term. The chart shows that, on average over the last six years, Government operating revenues have been rising at a slightly faster rate (9 per cent) than operating expenditure (8 per cent). From 2012/13 to 2014/15, the net operating balance averaged \$5.8 million. This compares to an average of \$29.1 million over the last four years, a 5-fold increase.

Figure 4-9 Medium-term fiscal outlook (\$'000)

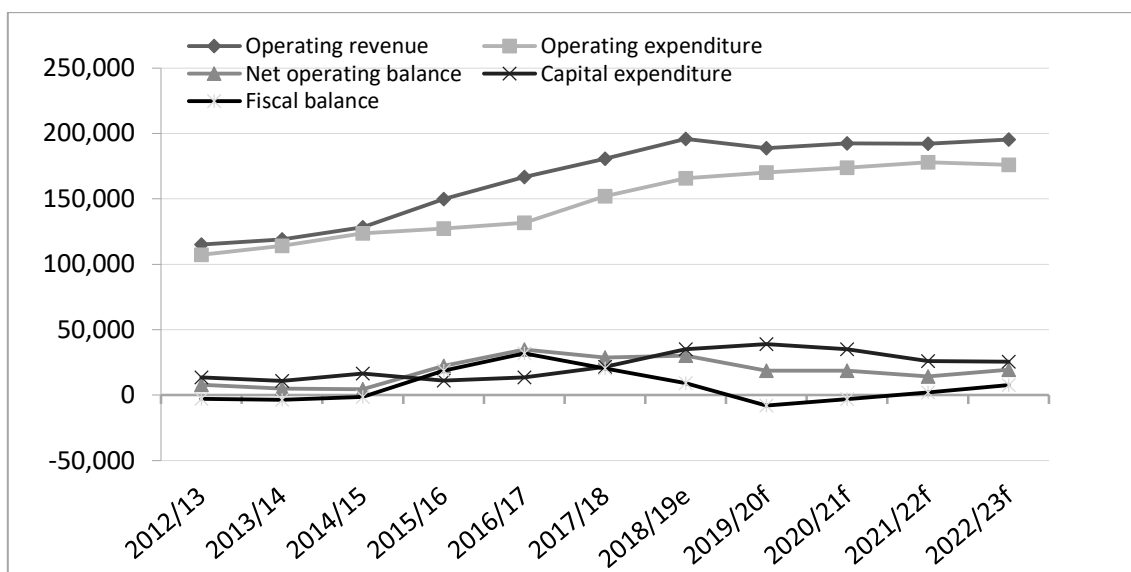


Figure 4-9 also shows capital expenditure and the Government’s fiscal balance, which is the net operating balance minus capital expenditure plus depreciation. Expenditure on capital projects has risen, rising from an average of \$13.6 million from 2012/13 to 2014/15, to \$20.4 million over the last four years. This reflects expenditure on a number of large capital projects, such as renewable energy in the Pa Enua, Te Mato Vai and Tereora College.

The fiscal balance has risen from an average of -\$2.6 million from 2012/13 to 2014/15, to \$21.1 million over the last four years.

4.8 Fiscal update

4.8.1 Overview

Table 4-4 Fiscal Indicators Summary

	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Statement of Financial Performance						
Taxation Revenue (\$m)	140.6	144.6	151.6	156.4	159.5	162.6
Social Contributions (\$m)	0.0	0.1	0.1	0.1	0.1	0.1
Other Revenue (\$m)	40.1	51.3	37.1	35.9	32.7	32.7
Total Operating Revenue (\$m)	180.7	196.0	188.8	192.4	192.3	195.4
Total Operating Revenue Percentage of GDP	35.0	35.1	32.5	31.7	30.3	29.4
Tax Revenue Percentage of GDP	27.2	25.9	26.1	25.7	25.1	24.5
Total Cyclical Revenue (\$m)	15.3	28.3	16.9	15.8	12.7	12.9
Total Cyclical Revenue Percentage of GDP	3.0	5.1	2.9	2.6	2.0	1.9
Total Structural Revenue (\$m)	165.3	167.7	171.9	176.6	179.6	182.5
Total Structural Revenue Percentage of GDP	32.0	30.1	29.6	29.1	28.3	27.5
Personnel (\$m)	55.7	62.0	69.6	74.5	77.9	78.3
Percentage of Total Revenue	30.8	31.6	36.8	38.7	40.5	40.1
Percentage of Structural Revenue	33.7	37.0	40.5	42.2	43.4	42.9
Total Operating Expenditure (\$m)	152.0	165.7	170.2	173.7	177.9	176.0
Percentage of GDP	29.4	29.7	29.3	28.6	28.0	26.5
Percentage of Operating Revenue	84.1	84.5	90.2	90.3	92.5	90.1
Cash Operating Expenditure*	138.6	151.5	155.8	159.6	164.0	162.2
Operating Balance (\$m)	28.7	30.3	18.6	18.6	14.4	19.4
Percentage of GDP	5.6	5.4	3.2	3.1	2.3	2.9
Capital Expenditure	21.6	35.2	40.4	35.5	26.1	25.5
Depreciation	13.3	14.2	13.7	13.7	13.7	13.7
Non Operating Balance (\$m)	-20.5	-40.4	-87.2	-39.0	-35.1	-34.5
Fiscal Balance surplus/deficit (\$m) *	20.4	9.2	-8.1	-3.2	2.0	7.6
Percentage of GDP	3.95	1.7	-1.4	-0.5	0.3	1.1
Statement of Financial Position (\$m)						
Assets (\$m)	431.3	466.1	535.1	566.2	581.4	591.4
Liabilities (\$m)	155.0	152.0	166.9	156.4	133.5	121.9
Crown Balance (\$m)	276.3	314.1	368.2	409.8	447.9	469.4
Percentage of GDP	53.5	56.3	63.3	67.5	70.5	70.6
Working Capital (\$m)	125.9	130.5	58.8	47.8	41.3	39.9
Working Capital (months coverage)	10.9	10.3	4.5	3.6	3.0	3.0
Statement of Borrowings (\$m)						
Gross Debt end of FY (\$m)	113.7	138.8	129.5	120.3	109.5	99.1
Excluding Contingency Loan	129.6	124.9	115.5	106.4	96.1	86.9
Percentage of GDP	22.0	31.1	22.3	19.8	17.2	14.9
Net Crown Debt, end of FY (\$m)	95.6	117.9	108.0	99.2	89.4	80.1
Percentage of GDP	16.8	26.4	18.6	16.3	14.1	12.1
Loan Repayment Reserves Held (\$m)	18.1	20.9	21.4	21.1	20.1	19.0
Net Debt Servicing (\$m)	10.3	7.3	7.1	8.0	9.3	9.7
Percentage of Total Revenue	5.8	3.9	3.8	4.1	4.8	4.9
Percentage of Structural Revenue	6.8	4.5	4.1	4.5	5.2	5.3
Development Partner Support (\$m)						
Grants (\$m)	50.6	-22.8	-57.5	-28.9	-14.6	-3.8
Percentage of GDP	9.8	-4.1	-9.9	-4.8	-2.3	-0.6
Memo item: Nominal GDP (\$m)	516.3	557.9	581.4	607.4	635.2	664.5

The 2019/20 Budget has been developed in the context of continuing strong economic growth and similarly strong fiscal actuals in recent years, but with moderating future growth expectations. This Budget is mildly expansionary with minor growth in Government operating expenditures. Growth in operating revenues are expected to result in continued operating surpluses averaging \$18 million per year over the budget and forward years.

Total operating revenue as a percentage of GDP falls from 32.5 per cent in 2019/20 to 29.4 per cent in 2022/23. Operating expenditure is also expected to decrease, from 29.3 per cent of GDP in 2019/20 to 26.5 per cent in 2022/23. Expenditure on personnel is expected to rise as a percentage of total revenue over the forwards, from 36.8 per cent in 2019/20 to 40.1 per cent in 2022/23.

Capital expenditure increases to \$40.4 million in the 2019/20 Budget, and is expected to moderate in the forward years to \$25.5 million in 2022/23, noting that there are several potential large projects whose timing is yet to be determined. The fiscal balance is forecast to improve from a deficit of 1.4 per cent in 2019/20 to a fiscal surplus of 1.1 percent 2022/23.

With the introduction of the Stabilisation Account in 2019/20, the expected cash in excess of 4-months of operating expenditure at the end of 2019/20, about \$56.7 million, has been reserved into the account.

Due to the high cash levels, no new loans have been committed to in the 2019/20 Budget. Additionally, drawdowns of some existing commitments have been delayed due to project delays, resulting in a shift in the debt profile over the forward estimates. Net debt is now expected to have peaked at 26.4 per cent of GDP in 2018/19, before decreasing to 18.9 per cent in 2019/20 and falling further to 12.1 per cent by 2022/23.

In terms of fiscal policy and macroeconomic stability, the 2019/20 Budget reflects the fiscal responsibility principles as outlined in the MFEM Act:

- ensuring that unless Crown debt is at prudent levels, operating expenses will be less than operating revenues (i.e. Government will run an operating surplus);
- achieving and maintaining levels of Crown net worth that provides a buffer against factors which may impact adversely on net worth in the future;
- prudently managing the fiscal risks facing the Crown; and
- pursuing policies that are consistent with a reasonable degree of predictability about the level and stability of tax rates for future years.

4.8.2 Movements since the 2018/19 Supplementary Budget

The 2019/20 Budget classifies expenditure and revenue adjustments according to the following categories:

- Policy decisions leading to new initiatives undertaken by Government;
- Technical adjustments;
- Reclassification of expenses; and
- Parameter changes – movements that occur due to economic changes that are outside of a decision by the Government, including depreciation, movements in welfare beneficiary numbers and the impact of changes in fuel costs on the underwrite.

Table 4-5 shows the movements from the 2018/19 Supplementary Budget (Supplementary) to the 2019/20 Budget, which are explained in greater detail below.

Table 4-5 Reconciliation of Operating Statement (\$000)

Reconciliation of Operating Revenue and Expense between 2018/19 Supplementary Budget and 2019/20 Budget

Statement of Government Operations	2018/19	2019/20	2020/21	2021/22	2022/23
Operating balance as at 2018/19					
Supplementary	19,182	36,749	44,634	51,306	51,306
Revenue					
Revenue Parameter Changes	-3,518	-2,656	-3,717	-6,125	-3,002
<i>Adjustments to:</i>					
Value Added Tax (VAT)	1,468	354	-819	-3,102	-1,703
Income tax	-1,141	-1,316	-1,067	-1,055	-819
Import levies	573	311	325	340	442
Company tax	-3,526	-1,678	-1,786	-1,894	-1,344
Departure tax	98	130	139	147	839
Withholding tax	-989	-457	-510	-561	-417
Other Revenue Changes	14,350	1,155	-144	-4,323	-4,313
Other revenue	14,350	2,874	1,573	-2,626	-2,616
Trading Revenue	0	-1,719	-1,717	-1,697	-1,697
Dividend	0	0	0	0	0
Core Sector support	0	0	0	0	0
Total Revenue Changes to 2019/20	10,832	-1,501	-3,862	-10,448	-7,315
Budget	10,832	-1,501	-3,862	-10,448	-7,315
Expenditure					
Expenditure Decisions by Government	0	15,048	20,576	24,940	23,071
Technical adjustments	-281	1,619	1,569	1,545	1,548
Reclassifications of expenditure	0	0	0	0	0
Parameter changes	0	0	0	0	0
Total Expenditure Changes to 2019/20	-281	16,667	22,145	26,485	24,619
Budget	-281	16,667	22,145	26,485	24,619
OPERATING BALANCE as at 2019/20 Budget	30,295	18,581	18,627	14,373	19,372
Capital Expenditure	35,197	40,410	35,540	26,070	25,520
Depreciation	14,151	13,742	13,742	13,742	13,742
FISCAL BALANCE - as at 2019/20 Budget	9,248	-8,088	-3,171	2,045	7,593

Table 4-5 shows the change in estimates of operating revenue and expenditure since the 2018/19 Supplementary Budget (Supplementary).

For 2018/19 upward revisions have been made to Other Revenue estimates for 2018/19, principally due to increases to Fishing Licences (\$11.45 million), Fisheries Treaties (\$1.8 million) and dividends (\$450,000).

Upward revisions for 2019/20 also primarily consist of Fishing Licenses (\$1.5 million) and Fishing Treaties (\$0.5 million), and dividends (\$350,000).

Changes to Other Revenue forecasts reflect a drop in 2021/22 principally due to the expiry of contracts under Fishing Treaties. These values may change as new contracts are negotiated in coming years.

The Government increased its appropriation of operating expenditures since the Supplementary for the 2019/20 Budget and the forward estimates. Operating expenditure adjustments predominantly comprise of expenditure decisions by Government, peaking in 2021/22 at \$24.9 million.

Primary drivers for these changes are the minimum wage increases and government payroll adjustments in support of NSDP Goal 1 (Welfare & Equity), Goal 2 (Economic Opportunities), and Goal 16 (Good Governance, Law & Order). The \$15.8 million adjustment for 2019/20 primarily relates to revised baselines for all government agencies, covering shortfalls in operating and personnel, supporting Goal 16.

At the time of the last official update to the financial estimates in March 2019 for the Supplementary, it was anticipated that the 2018/19 operating balance would be in surplus of \$19.2 million. After updating revenue and economic forecasts, the estimated operating budget surplus has increased significantly to \$30.3 million for 2018/19. Operating surpluses have similarly been revised upwards for the forward estimates, showing a decreasing trend from \$18.6 million in 2019/20 towards \$14.4 million in 2021/22 (pending the above-mentioned Fishing Treaties, before returning to \$19.4 million).

4.8.3 Revenue

Total operating revenue in 2019/20 is estimated at \$188.8 million; consisting of \$151.6 million in tax revenue and \$37.1 million in non-tax revenue.

Total revenue changes are reflected in Table 4-6 Operating revenue, 2017/18 to 2022/23 (\$'000). Overall movements since the release of the Supplementary continue to indicate that tax revenue will increase over the forward years from 2019/20 to 2022/23.

Table 4-6 Operating revenue, 2017/18 to 2022/23 (\$'000)

	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Taxation Revenue						
Value Added Tax (VAT)	63,509	69,592	72,759	75,557	76,957	78,356
Income tax	28,689	27,724	27,773	28,244	28,479	28,715
Company tax	21,760	19,664	22,170	22,720	23,270	23,820
Import levies	14,165	14,732	14,557	14,659	14,761	14,863
Withholding tax	1,842	1,518	2,247	2,391	2,536	2,680
Departure tax	10,623	11,405	12,120	12,813	13,505	14,197
Other Revenue	32,593	44,703	32,277	31,047	27,828	27,838

Income tax is expected to remain steady at \$28 million in 2019/20 and over the forward estimates. Company tax is estimated to increase to around \$23 million over the forward estimate from \$22 million in 2019/20. This too is expected to slowly increase over the forward estimates, as shown in Table 4-6.

VAT is expected to reach \$72.6 million in 2019/20. With continued economic growth, VAT is expected to continue to continue growing in-line with economic movements, reaching \$78.4 million in 2022/23.

Departure Tax estimates have been revised downwards slightly, however it is still expected to be higher than 2017/18 actuals, at \$11.4 million in 2018/19 with increases continuing over the forward estimates.

4.8.4 Expenditure

Changes in expenditure are made up of three broad types of changes, parameter changes, policy changes, reclassifications and technical changes. Following the Supplementary there have been significant changes in expenditures, predominantly expenditure decisions on behalf of the Government.

As shown in Table 4-7, total operating expenditure in 2019/20 is expected to reach \$171.1 million, an increase of \$4.8 million on 2018/19. This increase is largely the result of new spending initiatives in the 2019/20 Budget. The new expenditure initiatives being pursued by Government in the 2019/20 Budget aim to address the 2019/20 medium-term NSDP goals while continuing to build capacity within Government.

Government agency spending shortfalls have been identified and addressed in support of Goal 16 (Good Governance, Law & Order), and substantial additional increases in operating and administered funding focused on the improvement of both digital and physical infrastructure, including roads, the government IT network and digital infrastructure and Te Mato Vai. Additional funding for Personnel has been directed to the Pa Enua to support the Island Administrations and their staff.

Table 4-7 Operating expenditure, 2017/18 to 2022/23(\$'000)

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	Actual	Estimate	Forecast	Forecast	Forecast	Forecast
Personnel	50,437	56,241	62,493	67,383	71,065	71,422
Operating	20,199	21,153	20,380	21,691	21,702	21,710
Administered Payments	33,587	45,586	43,604	40,977	41,743	39,424
Depreciation	4,783	7,375	6,966	6,966	6,966	6,966
POBOC	24,850	25,473	27,746	27,884	27,827	27,912
Other Operating Expense	18,137	9,861	9,059	8,832	8,613	8,613
Total Operating Expenditure	151,993	166,273	171,055	174,521	178,700	176,835

Key expenditure areas are shown below, with greater detail of the funding provided against each goal in Chapter 12.

Law & Order

Shortfalls in Police personnel funding have been addressed to facilitate hiring and personnel retention, with the aim of strengthening the police force. Additional funding has been directed towards the Ministry of Justice to support the employment of additional staff, in order to better manage the existing workload. The 2019/20 Budget also finalizes the split of the Ministry of Corrective Services from the Ministry of Justice, with its own independent funding, which will increase over the next 4 years in order to strengthen the prison and probation services, with the aim of building a system that decreases recidivism.

Good Governance

In order to make some progress towards reducing the disparity in pay between the public and private sector, which in-turn affects the ability of the government to hire and retain quality staff and deliver on its programmes, the Government will undertake a phased increase to public-sector pay over the medium-term. This will result in improvements to compensation for existing personnel, and is expected to enable the government to hire staff with greater experience, skills and qualifications in order to strengthen the various agencies.

Welfare & Equity

Increased personnel funding is being made available to agencies impacted by the increases in the minimum wage commencing in 2019/20, particularly Island Administrations. This directly supports Goal 1 by improving equity within the Cook Islands.

The Old Aged Pension for those aged 70 and over has been increased as of 2019/20 to \$700 per month to provide greater financial support to this vulnerable group. Expenditure on the Pension is expected to increase over the medium-term as the population ages. The Care Givers allowance will also increase to \$200 per month as of July 1 2019 to provide greater funding to those who care for the vulnerable in our community.

Health

Ministry of Health has been allocated \$1.8 million in additional funding in 2019/20 to enable the ministry to retain and source necessary specialist staff, provide better services to the Pa Enea and to ensure that additional funding is available for the Patient Referral fund.

Pa Enea Funding

Since the implementation of the Pa Enea Funding Model, the total pool of funds has been increased once, in the 2018/19 Budget when Government increased the pool by \$280,000. In the 2019/20 budget this additional funding is extended by another \$400,000 beyond the funding formula and minimum wage adjustments with a focus on Island Administrations being able to employ sufficient personnel and increase productivity.

4.8.5 Capital budget

Total capital spending, from both the Cook Islands Government and donor sources in 2019/20 is estimated to reach \$87.5 million, including \$47.0 million from donors.

The Cook Islands' Government (CIG) funded capital expenditure will be funded by the Crown's cash reserves. CIG Capital expenditure is estimated to be \$40.41 million in 2019/20, as shown in Table 4-8. The Government has committed to a significant infrastructure program on Rarotonga and the Pa Enea. Projects include; water, renewable energy, roads, harbour rehabilitation, cyclone centers, and telecommunications infrastructure, all of which aim to improve the livelihoods of Cook Islanders.

Table 4-8 CIG Capital expenditure, 2017/18 to 2022/23 (\$'000)

	2018/19 Budget	2019/20 Forecast	2020/21 Forecast	2021/22 Forecast	2022/23 Forecast
CIG Capital Expenditure	35,197,383	40,410,336	35,540,000	26,070,000	25,520,000
Official Development Assistance	18,265,475	47,093,335	21,154,309	12,000,000	2,000,000
Total Capital Expenditure	53,462,858	87,503,671	56,694,309	38,070,000	27,520,000

The Government is committed to improving the fiscal balance going forward. Capital estimates over the medium-term consider the local capacity to deliver and complete projects, reinforcing proper planning and improving the fiscal position of Government. The Government has provided additional support to relevant agencies to facilitate greater project management to aid this goal.

Refer to the capital expenditure chapter (Chapter 9) for a detailed analysis of all capital projects for 2019/20 to 2022/23, this includes all capital projects funded through the Cook Islands Government.

Physical Infrastructure, Water and Sanitation

Infrastructure Cook Islands is receiving substantial additional funding which will be directed primarily towards road maintenance and improvement, as well as bridges and drainage. On Rarotonga, existing asphalt road services are expected to be extended through to Tupapa, amongst others. The main bridge in Avarua is also to be replaced. Funding is also provided for road improvements in the Pa Enea.

Water security is a key focus of the Government. As such, funding has been allocated to facilitate water infrastructure projects both in the Pa Enea (Mitiaro, Aitutaki and various other water tanks which require replacement) as well as Rarotonga (Te Mato Vai).

Digital Infrastructure

In order to allow the government to utilise more efficient and effective technology to manage its finances and communication, funding has been allocated to strengthen the existing network infrastructure. This is expected to allow the government to successfully roll-out the Financial Management Information System (FMIS) across all government agencies over the next several years, as well as leverage the improved internet expected to be delivered by Avarua Cable Limited and the Manatua Cable.

Health

An amount of \$1.5 million (\$1.3 million in 2020/21, \$100,000 in 19/20 and 21/22) for the purchase of a CT Scanner which will facilitate better primary care in the Cook Islands.

4.9 Assumptions underlying the economic and fiscal projections

Various assumptions have been made to forecast the Cook Islands economic outlook and the Government's fiscal performance and position in the outer years.

4.9.1 Economic

Introduction

The Cook Islands Statistics Office publishes current price and real price (2016 base year) estimates of GDP on quarterly basis, using the production approach. GDP production estimates are disaggregated by major industry classifications, including institutional sectors. The latest data from the Statistics Office is for the September Quarter 2018.

The Government has relied on an econometric time series model to forecast GDP, generating estimates of GDP production for 2018/19, and forecasts for the 4-year forward budget period from 2019/20 to 2022/23.

The aggregate and component outputs of the GDP model are presented in Chapter 5.

GDP production model

A time series ARIMA modelling approach was used to forecast aggregate GDP production, in real terms.⁴ A combination forecasting method has been adopted, utilising a range of quarterly time series models, multivariate and univariate. Nominal forecasts are then derived by applying an implicit GDP price deflator, derived using time series forecasts over the forward period. For more detailed information on the time series model, see *Cook Islands time series economic forecasting model: Working Paper No. 18/1*, available on the MFEM website.⁵

The GDP forecasts assume historical trends in government expenditure, rather than current policy commitments.

⁴ The autoregressive integrated moving average (ARIMA) procedure is a time series technique designed to model the lagged relationships in serially correlated data. The ARIMA procedure models a time series event as a linear function of its past values, past errors and current and past values and errors of other time series (in a multivariate ARIMA model).

⁵ Available at: <http://www.mfem.gov.ck/economics>.

Data

The key data sets used for the model are:

- Real and nominal GDP – quarterly data to September 2018;
- Trade, imports and exports – quarterly data to December 2018;
- CPI – quarterly index data to March 2019;
- International arrivals – Customs and Immigration monthly data to March 2019;
- Building approvals – quarterly data to December 2018;

Key economic indicator assumptions

Nominal GDP is expected to grow by (see Chapter 5 for more detail):

- 8.1 per cent in 2018/19.
- 4.2 per cent in 2019/20.
- 4.5 per cent in 2020/21.
- 4.6 per cent in 2021/22.
- 4.6 per cent in 2022/23.

Growth in prices, measured through movements in the CPI, and forecast using an econometric time series approach, is expected as follows (see Section 6.4 for more detail):

- 0.4 per cent in 2018/19.
- -0.4 per cent in 2019/20.
- 1.1 per cent in 2020/21.
- 1.6 per cent in 2021/22.
- 1.8 per cent in 2022/23

4.9.2 Fiscal

The Government's expected fiscal performance over the forward period is based on the following assumptions:

- operating revenues are forecast on the basis of recent trends in economic activity, the economic forecasts set out in Chapter 5, and one off considerations;
- operating expenditure movements reflect current Government policy commitments; and
- the level of Government borrowing is based on exchange rates from Consensus Economics forecasts.

4.10 Economic and fiscal risks

4.10.1 Introduction

The IMF defines fiscal risks as 'deviations of fiscal outcomes from what was expected at the time of the budget'. The IMF lists a number of sources of fiscal risk, including:

- shocks to macroeconomic variables, such as economic growth, commodity prices, interest rates, or exchange rates; and
- calls on contingent liabilities, obligations triggered by an uncertain event, including:
 - explicit liabilities – those defined by law or contract, such as debt guarantees; and

- implicit liabilities – moral or expected obligations for the Government, based on public expectations or pressures, such as bailouts of banks or public sector entities.⁶

The Government subscribes to the IMF's Public Expenditure and Financial Accountability (PEFA) program which provides a framework for strengthening public financial management systems using a range of quantitative indicators to measure performance.⁷

PEFA indicator 10 requires governments to monitor and report on the fiscal risks associated with:

- contingent liabilities and other general fiscal risks;
- public corporations – state-owned enterprises in the Cook Islands context; and
- sub-national governments – Island Governments of the Pa Enua.

4.10.2 Sources of risk

There are a number of risks over the forward budget period that could affect the macroeconomic forecasts that underpin the Government's forward fiscal position. These are considered below, in no particular order.

Global economic risks

Should the current trade war escalate and cause a global economic downturn, or there is an economic recession in one of the Cook Islands main tourism markets, such as New Zealand, this could reduce the visitor arrivals assumptions that underpin the positive GDP forecasts over the forward budget period. Fewer tourists could impact on the Government's fiscal position by reducing expected tax revenue – for example, less VAT being collected than forecast.

The risk of the US dollar continuing to appreciate, should the Federal Reserve raise US interest rates further, could impact on inflation in the Cook Islands through increased costs of imports. An oil price shock would have a similar effect on inflation.

Exchange rate variations can also impact on the Cook Islands debt portfolio as a number of loans are denominated in US dollars and other international currencies. The IMF notes that the impact of exchange rate depreciations is immediate, and can be especially strong when a large share of the debt is in foreign currency. The potential impact of exchange rate movements on the Cook Islands debt position is assessed below.

Domestic capacity risks

As discussed in Chapter 5, the evidence suggests that the Cook Islands economy is currently performing above its potential capacity – that is we are facing a positive output gap. There are already signs of capacity constraints appearing in the labour and housing markets. Should these constraints tighten over the forward period, thanks to higher than expected tourist arrivals, for example, this could impact on the economic and fiscal forecasts by constraining the Government's ability to execute its capital program due to the lack of skilled construction labour.

⁶ IMF (2009), *Fiscal risks: sources, disclosure, and management*. IMF Fiscal Affairs Department. See: <https://www.imf.org/external/pubs/ft/dp/2009/dp0901.pdf>.

⁷ See: <https://pefa.org/>. The Cook Islands Government was assessed in October 2015.

Natural disasters

The IMF cites evidence that direct economic losses from natural disasters have often exceeded 10 percentage points of GDP in developing countries and amounted to a few percentage points of GDP in some advanced countries.

The Cook Island has a high exposure to disaster risk due to its geographic location in the South Pacific cyclone belt, the remoteness and low-lying nature of many of the outer islands, and the proximity of many buildings and infrastructure services to the coast, especially on Rarotonga. In addition, the heavy reliance on revenues from the tourism sector makes the economy vulnerable to the impact of disasters.

A destructive weather event, such as a cyclone, would have a significant impact on the outlook for Cook Islands economy, and severely impact our fiscal position. The ADB, in its 2016 report on a loan proposal for the Cook Islands Disaster Resilience Program, notes that the Cook Islands has periodically experienced major cyclones that have caused substantial economic damage and loss of life (see Table 4-9).⁸

Table 4-9 Significant cyclones in the Cook Islands

Year	Name	Category	Estimated losses (\$m)	Estimated losses (% of GDP)
1987	Sally	2	24.6	51.6
1997	Martin	3	7.5	7.6
2005	Meena	4	10.0*	5.5
	Nancy	4		
	Olaf	5		
	Percy	5		
2010	Pat	2	7.8	3.2

* Combined estimated losses for all four cyclones in 2005.

To mitigate the economic risk posed by natural disasters, the Government has put in place a range of structures to reduce its financial exposure to disaster risk, including:

- establishing a disaster emergency trust fund in 2017;
- taking out insurance coverage under the Pacific Catastrophe Risk Assessment and Financing Initiative for cyclones, with a 1-in-10-year probability of occurrence with pay-out based on the assessed severity of a specific cyclone; and
- arranging a Disaster Recovery Mechanism loan from the Asian Development Bank (ADB) of \$13.5 million, which will only be triggered and drawn down in the event of a catastrophe.

Contingent liabilities

The Government's contingent liabilities as at 30 June 2019 are summarised in Table 4-10.

⁸ ADB (2016). *Report and Recommendation of the President to the Board of Directors: Proposed Policy-Based Loan Cook Islands: Disaster Resilience Program*, Project Number: 50212-001. November 2016.

Table 4-10 Quantifiable contingent liabilities, as at 30 June

Category	\$'000
Guarantees and indemnities	500
Uncalled capital	1,755
Legal proceedings and disputes	40,000
Total	42,255

Guarantees and indemnities

Government has entered into a program under the New Zealand Aid Programme focused on Pearl Sector Support run by the Cook Islands Pearl Authority. Through the program the Government has agreed to guarantee up to \$0.5 million as security for loans associated with the Pearl Production Credit Scheme. The full guarantee has been included as a contingent liability.

Uncalled capital

The Government holds \$1.7 million in the Asian Development Bank – Cook Islands Government Property Corporation. This takes the form of 88 uncalled shares with a par value of USD 13,500 each.

Legal proceedings and disputes

The total quantifiable risk to the Crown under legal proceedings and disputes is about \$40 million.

Financial liabilities relating to Island Governments

Currently, MFEM has not approved any of the Island Governments to take out any contract or security that could result in a potential liability for the Crown.

In terms of public liability or other indemnity, the Island Administrations are not treated differently to other Government agencies. The capacity for the Island Administrations to generate such liabilities is estimated to be low. No risk mitigation has been undertaken to ameliorate risk any more than for other Government bodies that are based in Rarotonga.

Unpaid invoices are a potential risk that would be difficult to mitigate without tighter financial controls than those imposed on other Government agencies. Island Administrations are fully covered by the MFEM Act, MFEM financial policies and procedures, and are accountable to the National Audit Office and the Cook Islands Parliament.

State-owned enterprises

The Cook Islands Government has a number of State-owned Enterprises (SOE's) under the management of the Cook Islands Investment Corporation (CIIC). The key SOE's are the Airport Authority, Bank of the Cook Islands, the Ports Authority and Te Aponga Uira (electricity). CIIC has also recently established two new subsidiary companies, To Tatou Vai Limited (water and sanitation) and Avaroa Cable Limited (Manatua cable project).

The key risk associated with SOE's concerns poor financial performance, and/or excessive borrowing that can result in central governments having to bail out failing enterprises, and potentially restructure their debt, often at substantial budgetary cost. Poor performance can result from a range of factors including:

- exogenous shocks – macroeconomic, for example;
- lack of incentive to be competitive compared to a private sector enterprise that would go bankrupt as result of protracted poor performance; and
- government requirements to undertake community obligations.

The Cook Islands has put in place a range of measures to mitigate against SOE fiscal risk. These include:

- placing all SOE's under the CIIC umbrella, with one its principal objectives being the efficient, profitable and professional management of SOE's;
- ensuring that SOE debt falls under the broader Government debt ceiling target; and
- providing for a portion of SOE debt repayments in the Loan Repayment Fund.

4.11 Economic and fiscal sensitivity analysis

4.11.1 Introduction

The Cook Islands Government has developed an analytical fiscal tool – the Cook Islands Fiscal Tool 2018 – to first calibrate, and then operationalise the new set of fiscal rules that form the core of the MTFS.

The fiscal tool, which is described in detail in a Technical Paper published on the MFEM website, comprises a number of interrelated elements:⁹

- the Calibration Model;
- the Fiscal & Macro Impact Model:
 - fiscal and macro shocks;
 - fiscal multiplier model; and
 - tax impact.

The operational part of the fiscal tool – the Fiscal & Macro Impact Model – models the interactions between fiscal policy decisions and economic output, and the fiscal impact of economic shocks, within the framework of the revised set of fiscal rules. This is accomplished by running fiscal and macroeconomic shocks through a simple version of the Cook Islands Government accounting framework using fiscal multipliers and tax impact models.

The model provides for three types of shock:

- Fiscal – change in operating expenditure, capital expenditure and/ or revenue;
- GDP – models the impact of a direct change in GDP;
- Arrivals – models the impact of a change in the number of international visitors to the Cook Islands.

The Cook Islands Government also conducts sensitivity analysis on movements in the value of the New Zealand dollar against Crown's major trading currencies to assess the impact on gross debt and debt servicing requirements.

The following sections shows the potential impact of a selected range of fiscal and macroeconomic shocks on the 2019/20 Budget profile using the fiscal impact tool, and the impact of exchange rate fluctuations on Crown debt.

4.11.2 Fiscal shocks

Fiscal shocks – or alternatively government fiscal policy decisions – are evaluated in terms of their direct impact on fiscal indicators – these are the first order impacts – and their second order impacts via changes in GDP flowing through to tax revenues. The first order impacts are simply one for one

⁹ See: http://www.mfem.gov.ck/images/CEO/MTFS_Technical_paper_Fiscal_Tool_2018.pdf.

changes in the baseline operating expenditure, capital expenditure or tax revenue as relevant. The second order impacts are estimated using fiscal multipliers and a simple linear tax impact model.

Revenue shock

Two revenue shocks are applied: low and high, using the forecast 95 per cent low and high confidence intervals.

The low revenue case, with revenues falling by 14 to 26 per cent per year over the modelling period, is presented in Table 4-11. The fiscal balance breaches the -1.9 per cent of GDP rule in 2019/20 and all the forward years.

Table 4-11 Low revenue shock

		2019/20	2020/21	2021/22	2022/23
Change in opex (\$m)		0	0	0	0
Change in capex (\$m)		0	0	0	0
Change in Tax Revenue (\$m)		-20.5	-29.2	-35.5	-40.8
Fiscal balance (% of GDP)	Base	-1.4	-0.5	0.3	1.1
	<i>Shock</i>	-4.9	-5.3	-5.2	-5.0

The high revenue case, with revenues higher by 17 to 53 per cent per year over the modelling period, is presented in Table 4-12. The key result is a significant strengthening of the fiscal balance.

Table 4-12 High revenue shock

		2019/20	2020/21	2021/22	2022/23
Change in opex (\$m)		0	0	0	0
Change in capex (\$m)		0	0	0	0
Change in tax revenue (\$m)		26.4	42.5	62.2	84.8
Fiscal balance (% of GDP)	Base	-1.4	-0.5	0.3	1.1
	<i>Shock</i>	3.2	6.5	10.2	14.0

Operating shock

A higher than expected operating expenditure shock is applied, assuming a 10 per cent increase above the estimates over the forward period. The impact of the additional expenditure over the modelling period is presented in Table 4-13. The fiscal balance breaches the -1.9 per cent of GDP rule in 2019/20 and 2020/21, before improving. There is a positive impact on GDP of about 2.5 per cent or \$17 million by 2022/23.

Table 4-13 Higher OpEx shock

		2019/20	2020/21	2021/22	2022/23
Change in opex (\$m)		17	17	18	18
Change in capex (\$m)		0	0	0	0
Change in tax revenue (\$m)		0.8	2.1	3.3	4.4
Fiscal balance (% of GDP)	Base	-1.4	-0.5	0.3	1.1
	<i>Shock</i>	-4.1	-3.0	-1.9	-0.8
Change in nominal GDP	%	1.0	2.1	2.6	2.5
	\$m	5.6	12.8	16.6	16.8

Capital Shock

A lower than expected capital expenditure shock is applied, assuming a 20 per cent reduction in the estimates over the forward period.

The impact of the reduced expenditure over the modelling period is presented in Table 4-14. The negative impact on GDP of about \$16 million by 2022/23 has a knock on effect on revenue of about \$4 million. The net effect on the fiscal balance is positive, with the capital expenditure reduction outweighing the fall in revenue.

Table 4-14 Lower capex shock

		2019/20	2020/21	2021/22	2022/23
Change in opex (\$m)		0	0	0	0
Change in capex (\$m)		-8	-7	-5	-5
Change in tax revenue (\$m)		-0.9	-2.2	-3.2	-4.1
Fiscal balance (% of GDP)	Base	-1.4	-0.5	0.3	1.1
	<i>Shock</i>	-0.2	0.3	0.6	1.3
Change in nominal GDP	%	-1.1	-2.2	-2.5	-2.4
	\$m	-6.3	-13.6	-16.1	-16.1

GDP shock

A low GDP shock is applied, assuming a 5 per cent decrease on the forecast for each year of the forward period. The impact of a drop in GDP is presented in Table 4-15. Tax revenue falls by \$4 to \$12 million per year by 2022/23, which causes the fiscal balance to fall enough to breach the -1.9 per cent of GDP rule in 2019/20, before improving. The cumulative GDP impact in 2022/23 is minus 8 per cent, or a reduction of \$52 million.

Table 4-15 Lower GDP shock

		2019/20	2020/21	2021/22	2022/23
Change in opex (\$m)		0	0	0	0
Change in capex (\$m)		0	0	0	0
Change in tax revenue (\$m)		-4.0	-7.2	-10.0	-12.3
Fiscal balance (% of GDP)	Base	-1.4	-0.5	0.3	1.1
	<i>Shock</i>	-2.2	-1.8	-1.4	-0.8
Change in nominal GDP	%	-5.0	-6.9	-7.8	-7.8
	\$m	-29.1	-42.0	-49.7	-52.0

Arrivals shock

A low international visitor arrivals shock is applied, assuming a 5 per cent decrease on the forecast for each year of the forward period. The impact of the reduction in arrivals is presented in Table 4-16. Tax revenue falls by about \$11 million per year by 2022/23, which reduces the fiscal balance enough to breach the fiscal balance rule in 2019/20, before improving. The impact on GDP is substantial, with a 7 per cent reduction by 2022/23.

Table 4-16 Lower arrivals shock

		2019/20	2020/21	2021/22	2022/23
Change in opex (\$m)		0	0	0	0
Change in capex (\$m)		0	0	0	0
Change in tax revenue (\$m)		-3.5	-6.4	-9.0	-11.1
Fiscal balance (% of GDP)	Base	-1.4	-0.5	0.3	1.1
	<i>Shock</i>	-2.1	-1.7	-1.2	-0.6
Change in nominal GDP	%	-4.4	-6.1	-6.9	-7.0
	\$m	-25.6	-37.1	-44.1	-46.2

4.11.3 Crown debt sensitivity analysis

Introduction

Movements in the value of the New Zealand dollar against Crown's major trading currencies remains a risk. The sensitivity analysis demonstrates the impact of a 10 per cent appreciation or depreciation by the NZD to determine the impact on the gross borrowings and the debt servicing cost.

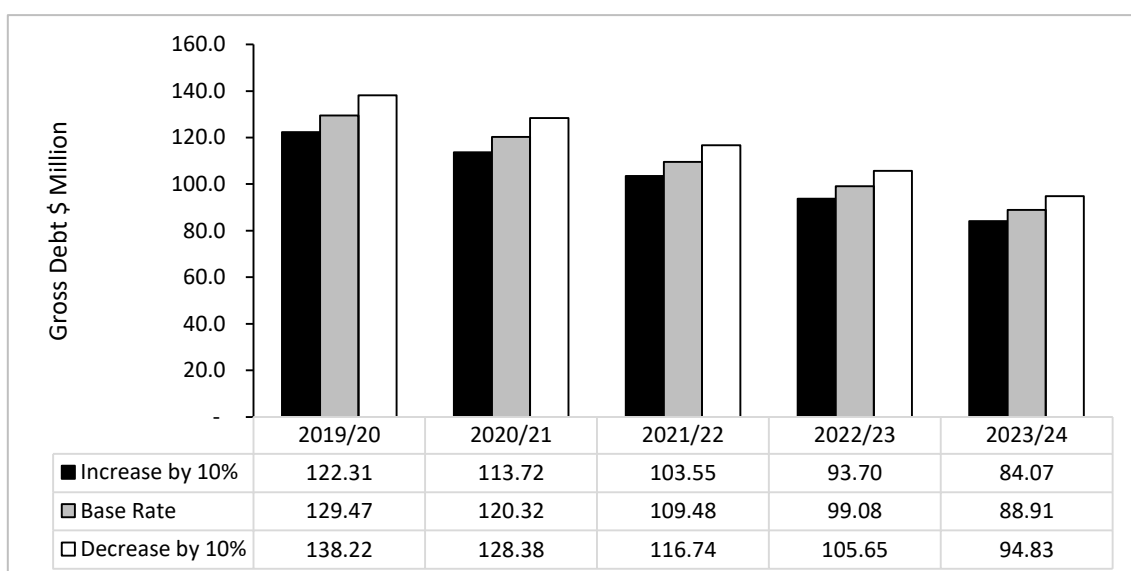
Table 4-17 Base exchange rates assumptions used in 2019/20 Budget, +/- 10 per cent

Foreign Exchange Currency	Budget Assumption Rate		
	-10%		+10%
EUR	0.5221	0.5801	0.6381
USD	0.6093	0.6770	0.7447
RMB	4.1522	4.6136	5.0750
SDR	0.4308	0.4787	0.5266

Sensitivity of Current Debt Stock to Exchange Rate Movements

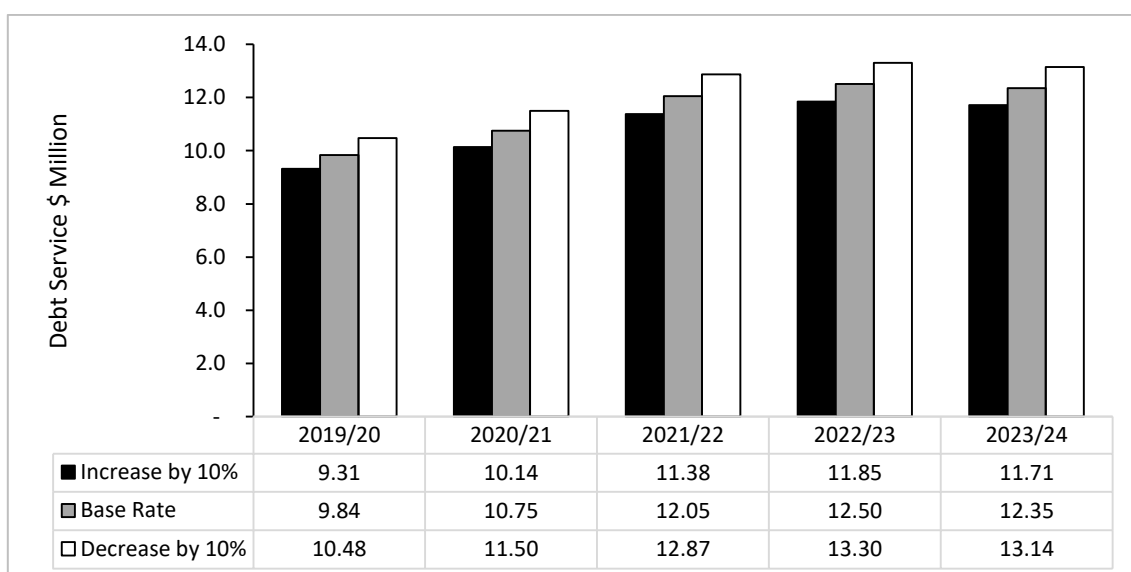
If the relevant NZD exchange rates were to depreciate by 10 per cent against trading foreign currencies, Crown debt estimated to the end of June 2020 would increase by an estimated \$8.75 million compared to a \$7.16 million if the NZD were to appreciate by 10 per cent. This demonstrates the Crown’s gross debt level is more adversely sensitive to depreciation of the NZD.

Figure 4-10 Sensitivity of Direct Crown Gross Debt to NZD movements



A 10 per cent decrease in the foreign currency value of the NZD would increase debt servicing costs to the LRF by \$0.64 million in the 2019/20 year.

Figure 4-11 Sensitivity of Crown Debt Servicing Costs to NZD movements



Long term debt projections and fiscal risks

Government does not have any immediate plans to take on additional borrowing.

Proposals to take on new loans must be treated under transparent processes as required by the MFEM Act 1995/96 and the LRF Act.

The LRF Act requires MFEM to analyse and report to the Parliament and the public on the impact of new borrowing in the context of Government lending policy, including the amortisation schedule, the impact on debt service burden of the government over the life of the loan, and an assessment of the sustainability of aggregate government debt. Reports should be made in advance of loan agreements being finalised.

State Owned Enterprise Debt

Since the enactment of the LRF Act, all new Crown debt (including SOE debt) must go through a full debt sustainability analysis, and be approved by Cabinet (via the Minister of Finance), on the advice of the Financial Secretary.

Airport Authority

The Airport Authority is currently paying off its loan from the commercial bank (2020: \$3.024 million). The estimate for 2019/20 includes an additional loan of \$1.0 million for the RESA project and for the building of the Air NZ cargo shed. The loan is to be secured by registered mortgage debenture over the assets and undertakings of the Authority.

The Airport Authority is considering further borrowings in the next 24 months to expand the passenger terminal facility at Rarotonga International Airport. This is currently estimated to cost an additional \$16.0 million. Other projects totalling \$8.0 million include the work to complete the RESA project, the building of the new VIP Lounge and the runway slab replacement project.

Te Aponga Uira

The Te Aponga Uira (TAU) is estimated to spend \$22.9 million in 2019/20 on renewable energy projects funded largely by Grant of \$10.7 million with the balance of \$12.2 million being self-funded. TAU is also anticipating an additional \$25.0 million on capital spending in the next four years following 2019/20, of which replacing the Cross-Island Feeder cables network is a major component, in addition to the ongoing renewable energy projects. Funding the additional work has not been confirmed but it is likely that TAU will consider external financing to meet its capital plans.

Ports Authority

The Ports Authority is currently repaying its loan obligations to the ADB (2020: \$18.96 million) and have made lump sum prepayments as part of managing its debt exposure to foreign exchange movement and more importantly continue to improve its serviceability. Taking on any further debt is not a feasible option given the high gearing position the Authority is already in.

5 Economic Update

5.1 Summary

5.1.1 Performance

The Cook Islands economy has continued the strong run of real economic growth it has experienced in recent years, averaging 4.4 per cent per year over the period 2011/12 to 2017/18, thanks to unprecedented tourism arrivals and higher levels of public and private capital investment. In 2017/18, real Gross Domestic Product (GDP) growth of 8.9 per cent was recorded, rising from \$463.2 million to \$504.5 million.

Over the last three years, tourist arrivals have risen by an average of nearly 11 per cent per year, from 121,772 in 2014/15 to 164,800 in 2017/18. July 2018 saw the most visitors the Cook Islands has ever seen, with 18,332 arrivals. More recent data shows the strong growth in tourist arrivals tailing off to more realistic levels. The tourism market only saw growth of 3 per cent in the year to March 2019, with visitor arrivals rising from 162,650 to 167,262 over this period.

The value of residential and commercial (commercial, tourism and community buildings) building approvals has also been much higher than trend in the three years to 2017/18. Despite more recent data showing a substantial decline, about 46 per cent, in the year to December 2018 compared to the year to December 2017, the value remains well above trend.

Residential approvals, most likely for holiday houses rather than residential living, driven by tourism growth, now dominate the total value, following the completion of a number of large community projects.

There are clear indications that this strong economic performance is likely to result in the graduation of the Cook Islands from the Organisation for Economic Cooperation and Development's (OECD) Official Development Assistance (ODA) eligibility list from January 2020. Work undertaken by the Statistics Office to develop comprehensive balance of payments data has been used to determine the Cook Islands' Gross National Income for the last three years. This data will be used by the Organisation of Economic Development and Cooperation (OECD) to determine whether the Cook Islands has reached the level of economic development required to graduate to 'high income status' at the July 2019 meeting of its Development Assistance Committee.

Further analysis by the Government suggests that the Cook Islands economy continues to perform above its potential level – that is the Cook Islands continues to face a positive output gap. While there is little sign of the economy overheating in the leading economic indicator, the Consumer Price Index, there are increasing signs of capacity constraints emerging in the labour and housing markets, and the construction sector.

5.1.2 Outlook

In summary, the outlook for Cook Islands economy is positive, albeit at lower levels than seen in recent years. Real growth of 6.3 per cent is estimated in 2018/19, falling to 3.8 per cent in 2019/20, with average annual growth over the 4-year forward period at 3.9 per cent. The slowdown is due to continued but much slower growth in tourism and investment, both public and private.

With a mildly expansionary fiscal stance over the forward budget period, the capacity constraints alluded to above are expected to tighten in the medium-term. Further pressure on the domestic housing market is likely, potentially with wage-price pressure flowing from an increasing shortage of skilled workers and an increase in the minimum wage in 2019/20 from \$7.25 to \$7.60 per hour. Along with imported inflation should the New Zealand dollar depreciate further, this is expected to result in inflation rising from an estimated minus 0.4 per cent in 2018/19 to 1.1 per cent in 2019/20 before rising further to about 1.8 per cent per year over the forward budget period.

Table 5-1 provides a summary of the key indicators for the budget appropriation year and the three forward years of the 2019/20 budget cycle.

Table 5-1 Summary of Economic Indicators

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	Actual	Estimate	Projected	Projected	Projected	Projected
Economic activity						
Nominal GDP (\$'000)	516,316	557,913	581,385	607,445	635,233	664,524
Percentage change (year on year)	13.0	8.1	4.2	4.5	4.6	4.6
Real GDP (at constant 2016 Prices, \$'000)	504,453	536,225	556,858	578,103	600,852	624,870
Percentage change (year on year)	8.9	6.3	3.8	3.8	3.9	4.0
Inflation (CPI)						
Percentage change (average over	0.4	-0.4	1.1	1.6	1.8	1.8
Construction/capital investment						
Commercial building approvals (\$'000)	7,968	7,465	7,465	7,465	7,465	7,465
Residential building approvals (\$'000)	11,993	13,308	12,656	12,656	12,656	12,656
Productive sector indicators						
Visitor arrivals	164,800	166,209	169,997	174,625	178,325	181,845
Percentage change (YOY)	6.2	0.9	2.3	2.7	2.1	2.0
Agriculture value-added (\$'000)	10,641	10,446	10,446	10,446	10,446	10,446
Fisheries value-added (\$'000)	1,484	1,529	1,529	1,529	1,529	1,529
External sector						
Merchandise trade balance (\$'000)	-190,678	-196,722	-200,560	-205,286	-209,419	-209,419
Exchange rate (USD/NZD average)	0.71	0.66	0.67	0.68	0.70	0.71

5.2 The global economy

The Cook Islands is a small, open economy whose economic growth is heavily reliant on the export of goods and services to a number of key partner countries, New Zealand, Australia and the United States of America in particular. As such, it is necessary to examine the economic conditions and outlook for our key partners, as well as the regional and global economy.

New Zealand

In its May 2019 Monetary Policy Statement, the Reserve Bank of New Zealand (RBNZ) reduced its official cash rate from 1.75 per cent to 1.5 per cent, citing a need for an easier monetary policy stance thanks to a more subdued outlook for employment growth along with low inflationary pressure.

The RBNZ noted that domestic growth has slowed from the second half of 2018, from 3.2 per cent in the June quarter to 2.3 per cent in the December quarter, as a result of slower growth in household spending due to lower population growth and continuing house price softness in some areas. In addition, the RBNZ identified ongoing low business sentiment, tighter profit margins, and competition for resources restraining investment. Moreover, although employment is close to its maximum sustainable level, the RBNZ reports that the outlook for employment growth is more subdued, with capacity pressure expected to ease slightly in 2019. Consequently, the RBNZ expects inflationary pressure to rise only slowly.

The RBNZ also cited concerns about slowing global economic growth since mid-2018, easing demand for New Zealand's goods and services, along with uncertainty about the global outlook.

Australia

In its May 2019 Statement on Monetary Policy, Reserve Bank of Australia (RBA) chose to leave the cash rate unchanged at 1.5 per cent, where it has been since August 2016.

The RBA reports that Australian GDP growth is expected to be around 2¾ per cent over both 2019 and 2020, lower than previously forecast, reflecting subdued growth in household consumption spending and dwelling activity. Stronger growth in exports and, further out, work on new mining investment projects are expected to support growth. The RBA expects inflation to be lower than previously forecast, at around 1¾ per cent over 2019, increasing gradually to 2 per cent in 2020 and a touch above 2 per cent by early 2021.

Conditions in the Australian housing market have continued to ease. The RBA reports that established housing prices in Sydney, Melbourne and Perth are down by around 3 per cent since the February 2019 Monetary Policy Statement and are around 10 per cent lower over the past year. To put this in context, the RBA noted that capital city housing prices have now retraced to mid-2016 levels but remain 15 per cent higher than five years ago.

Looking forward, the RBA highlighted concerns for global growth resulting from trade growth remaining subdued due to the decline in Chinese domestic demand growth and increasing levels of trade protectionism, particularly for trade-exposed economies. The RBA warned that although global financial conditions have become more accommodative since the start of the year, increasing trade tensions and other political risks could lead to tighter financial conditions.

May 2019 saw the latest round in the bilateral trade war between the United States and China with the United States more than doubling tariffs on US\$200 billion of Chinese imports. The Chinese Government responded by announcing it will raise tariffs on US\$60 billion of United States goods from 1 June 2019.

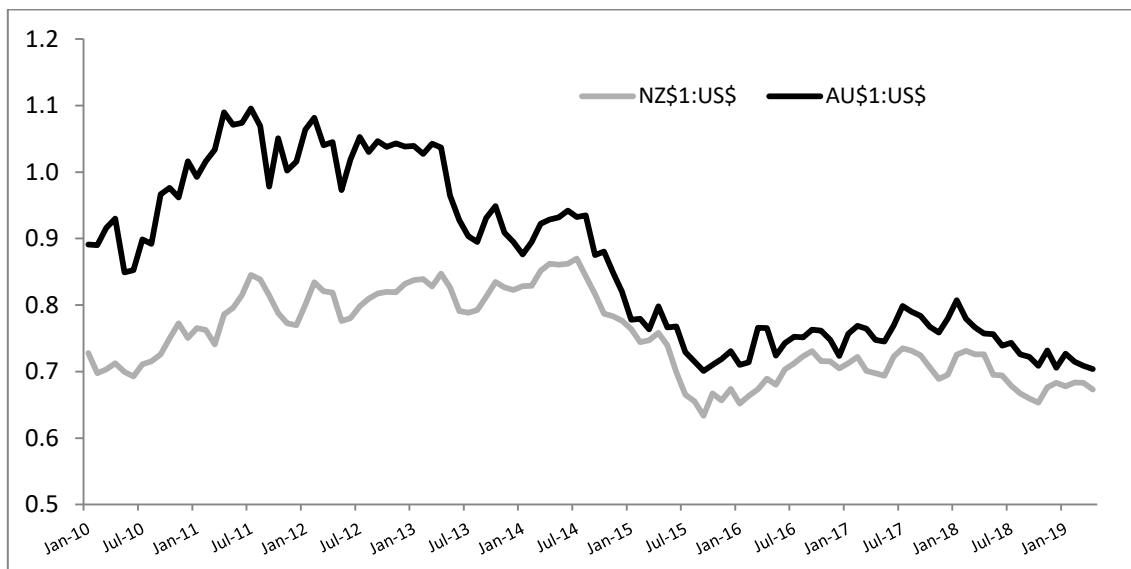
United States

The International Monetary Fund's (IMF) World Economic Outlook April 2019 expects United States' GDP growth to fall from 2.9 per cent in 2018 to 2.3 per cent in 2019, before moderating slightly to 1.9 per cent in 2020 with the unwinding of fiscal stimulus. The downward revision to 2019 growth reflects the impact of the government shutdown and lower fiscal spending than previously anticipated, while the modest upward revision for 2020 reflects a more accommodative stance of monetary policy than in the IMF's October 2018 forecast. Despite the downward revision, the IMF notes that the projected pace of expansion for 2019 is above the US economy's estimated potential growth rate.

In May 2018, the US Federal Reserve (the Fed) maintained its target benchmark rate of 2¼ to 2½ per cent on the basis that this will enable the sustained expansion of economic activity, strong labor market conditions, and inflation near the Committee's symmetric 2 per cent objective. The Fed also indicated that in light of global economic and financial developments and muted inflation pressures, it will take a cautious approach to any future adjustments to the target range.

The higher US interest rates have led to a broad-based appreciation of the US dollar, including against commodity currencies such as the Australian and New Zealand dollars. Figure 5-1 shows the steep decline in the New Zealand dollar from 73.1 cents in February 2018 to 65.3 cents in October 2018, followed by a rally to 67.3 cents by April 2019.

Figure 5-1 US dollar exchange rate, New Zealand and Australia



Asia Pacific

The Asian Development Bank (ADB), in its April 2019 Asian Development Outlook, expects regional GDP growth to soften to 5.7 per cent in 2019 and 5.6 per cent in 2020. Following inflation rising in 2018 thanks to oil prices rising and Asian currencies depreciating, the ADB expects inflation to remain subdued at 2.5 per cent in both 2019 and 2020 as a result of stable commodity prices.

The ADB notes that risks remain tilted to the downside, citing the trade conflict between the US and China, uncertainties stemming from US fiscal policy and a possible disorderly Brexit, potentially undermining investment and growth in developing Asia. The ADB also highlighted the perennial disaster risk from natural hazards, recommending that Governments integrate disaster risk reduction into national development and investment plans.

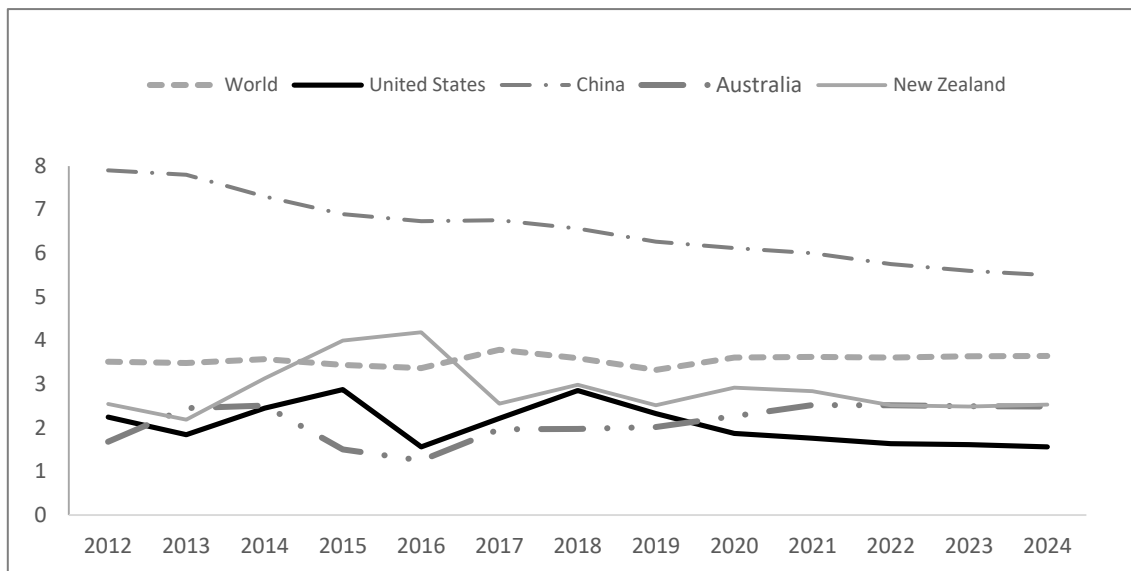
The ADB expects economic growth in the Pacific to rebound from 0.9 per cent in 2018 to 3.5 per cent in 2019 as liquefied natural gas production in Papua New Guinea, the sub-region's dominant economy, returns to full capacity following the 2018 earthquake. The ADB projects economic growth of 6.0 per cent in 2019 and 4.5 per cent in 2020 for the Cook Islands.

Global

The International Monetary Fund's (IMF) World Economic Outlook April 2019 cites the escalation of US-China trade tensions, macroeconomic stress in Argentina and Turkey, disruptions to the auto sector in Germany, tighter credit policies in China, and financial tightening alongside the normalisation of monetary policy in the larger advanced economies as contributing to a significantly weakened global expansion, especially in the second half of 2018. The IMF expects this weakness to persist, projecting that global growth, which peaked at close to 4 per cent in 2017, softened to 3.6 per cent in 2018, will decline further to 3.3 per cent in 2019.

With improvements expected in the second half of 2019, the IMF projects global economic growth in 2020 to return to 3.6 percent, predicated on a rebound in Argentina and Turkey and some improvement in a set of other stressed emerging market and developing economies. The projections are therefore subject to considerable uncertainty. Beyond 2020, the IMF expects growth to stabilise at around 3½ percent, bolstered mainly by growth in China and India and their increasing weights in world income (see Figure 5-2).

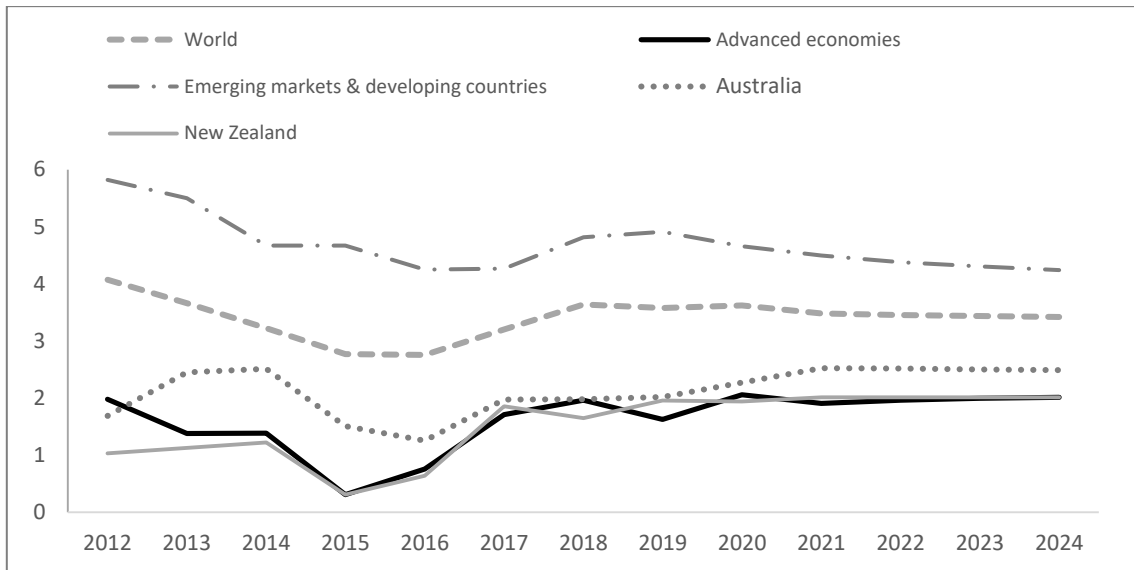
Figure 5-2 IMF GDP growth estimates, selected countries



The IMF notes that while the overall outlook remains benign, there are many downside risks. This includes trade policy tensions that could play out in other areas, such as the automotive industry, with large disruptions to global supply chains. Growth in China could also surprise on the downside, and the risks surrounding Brexit remain heightened.

Bearing in mind these downside risks, while the outlook for return to 3.6 per cent growth in 2020 is positive news for the Cook Islands’ economy given its reliance on tourism, it does pose a risk of increased inflation. Consistent with the softer outlook for commodity prices and the expected moderation in growth, the IMF expects inflation to decline to 1.6 per cent in 2019 in advanced economies, from 2.0 per cent in 2018. Inflation in emerging market and developing economies excluding Venezuela, while stable across most regions, is nonetheless expected to firm to 4.9 per cent in 2019 from 4.8 percent in 2018, reflecting developments in a few economies. Inflation is then set to moderate to about 4 per cent over the medium term (see Figure 5-3).

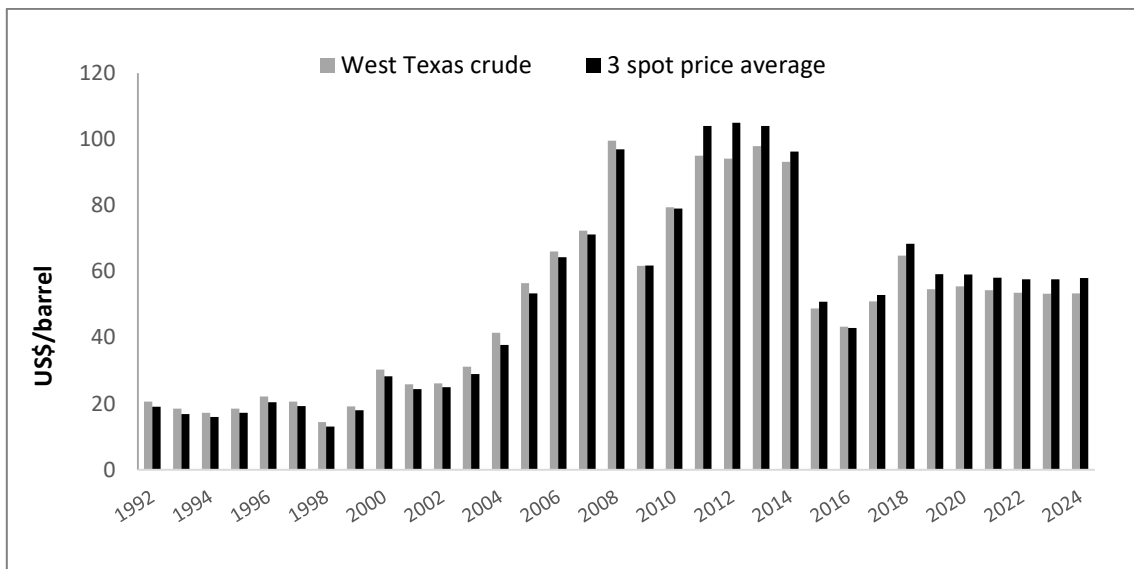
Figure 5-3 IMF inflation estimates, selected groupings and countries



The IMF notes that oil prices increased to more than US\$80 a barrel in early October 2018, attaining their highest level since November 2014 as United States sanctions against oil imports from Iran loomed. In the last months of 2018, however, oil prices declined sharply as a result of record production growth in the United States and the issuance of waivers for most of the countries that import oil from Iran.

Based on oil futures contracts, the IMF projects average oil prices at US\$59.20 in 2019 and US\$59.0 in 2020. Oil prices are expected to remain in that range, reaching about \$60 a barrel by 2023, consistent with subdued medium-term demand prospects and offsetting production adjustments that avoid large excess supply (see Figure 5-4).

Figure 5-4 IMF oil price estimates, 1992 to 2024, US\$/barrel



5.3 Cook Islands Economic Output

5.3.1 Performance

As shown in Figure 5-5, the Cook Islands experienced real Gross Domestic Product (GDP) growth of 8.9 per cent in 2017/18, rising from \$463.2 million to \$504.5 million. This compares to the estimate of 9.0 per cent for 2017/18 presented in the 2018/19 HYEPU. This performance continues a strong run of growth of 6.0 per cent in 2015/16 and 6.8 per cent in 2016/17.

Figure 5-5 Real GDP growth, annual percentage change

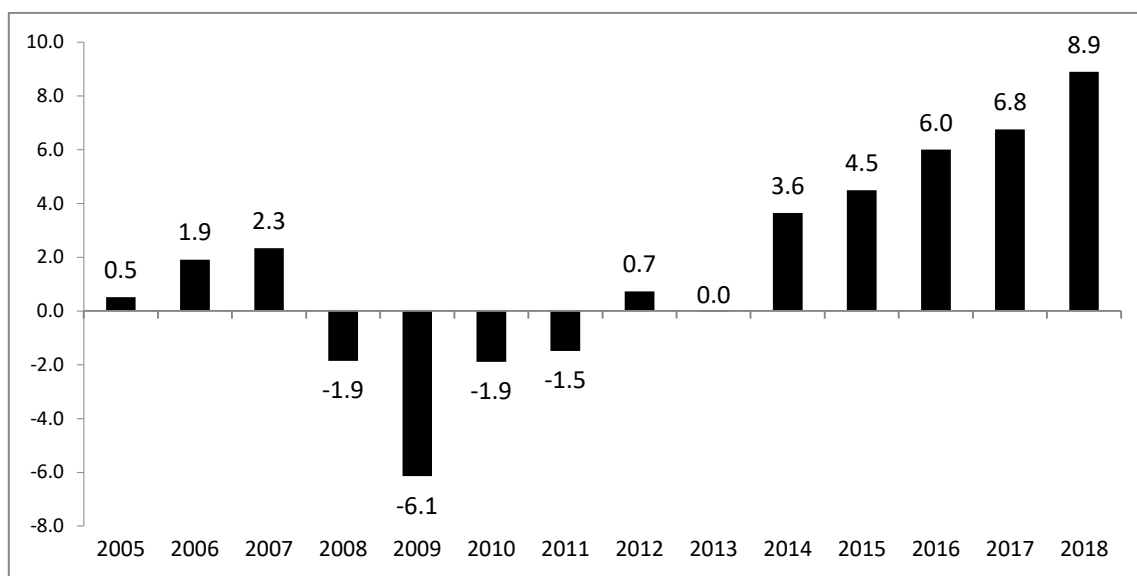
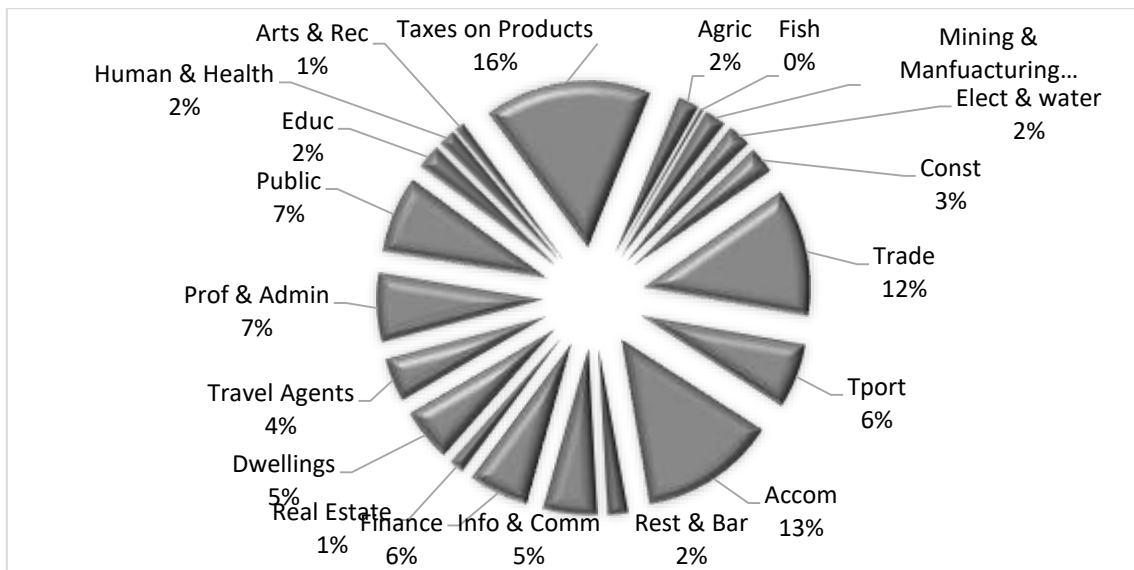


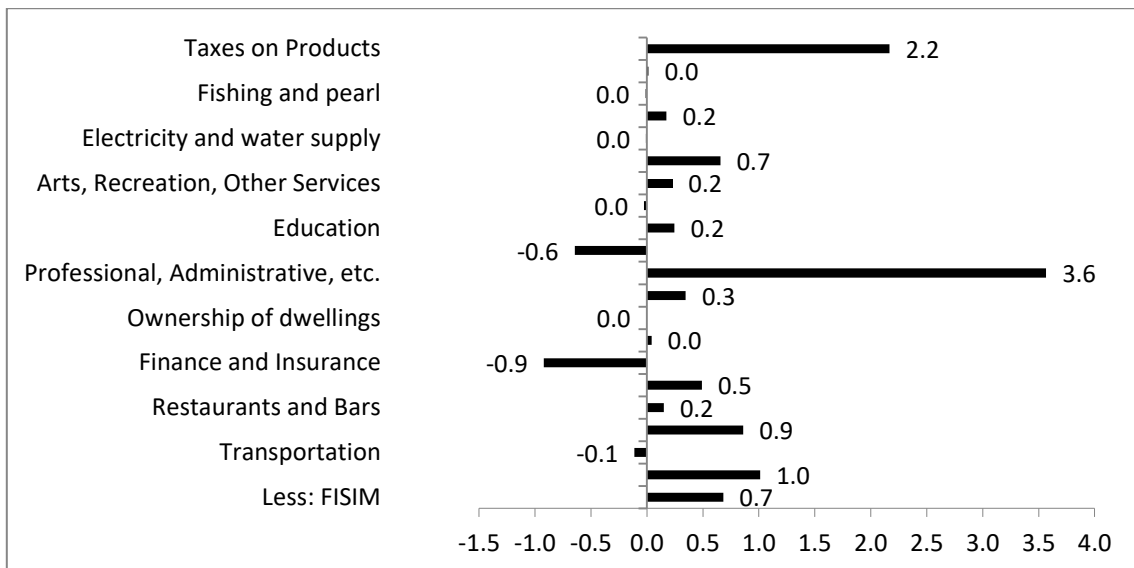
Figure 5-6 shows the breakdown of the Cook Islands economy by industry in 2017/18. The economy is dominated by the tertiary or services sector, accounting for about 77 per cent of the total economy in 2017/18, with the two largest tertiary industries, trade and accommodation services accounting for more than a quarter of total economic output.

Figure 5-6 Cook Islands economy by industry, 2017/18



In 2017/18, high tourist arrivals drove strong growth in the economy along with Government use of professional consulting services, with the tertiary sector contributing 5.2 percentage points to real economic growth (see Figure 5-7). The strongest industry contributions were from professional and administrative services (3.6 percentage points) and trade (1 percentage points). During this period, professional and administrative services grew by 91 per cent from \$18.2 million to \$34.7 million and trade rose by 7.8 per cent from \$60.3 million to \$65.0 million. A number of industries contracted in 2017/18, including finance and insurance and public administration.

Figure 5-7 Contribution to 2017/18 real growth (percentage point)

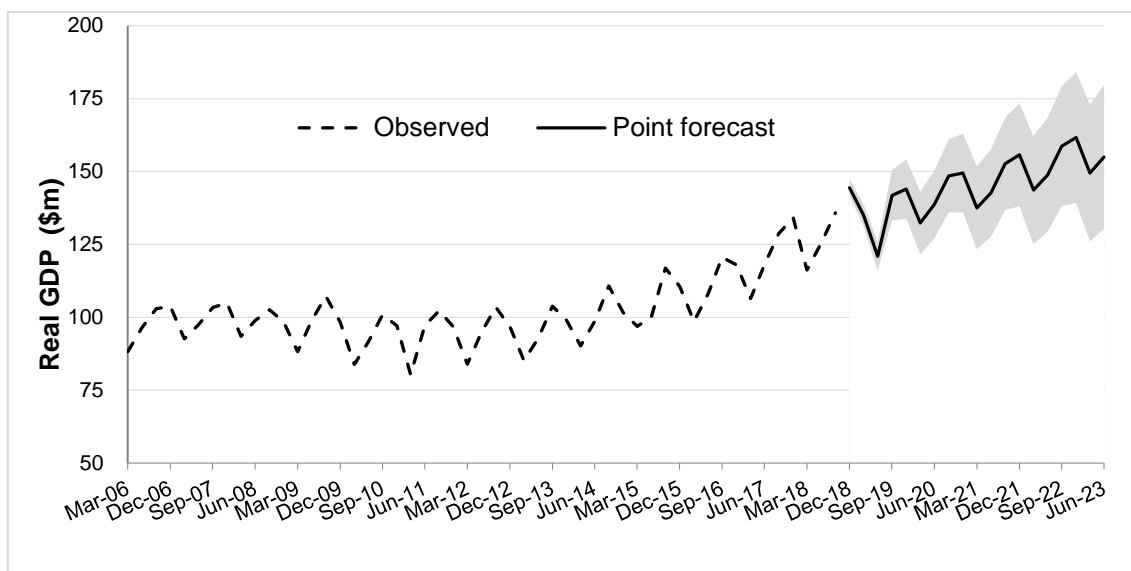


The secondary sector, which includes construction, electricity and manufacturing, contributed 0.8 percentage points to growth, while the primary sector, agriculture and fishing made no contribution.

5.3.2 Outlook

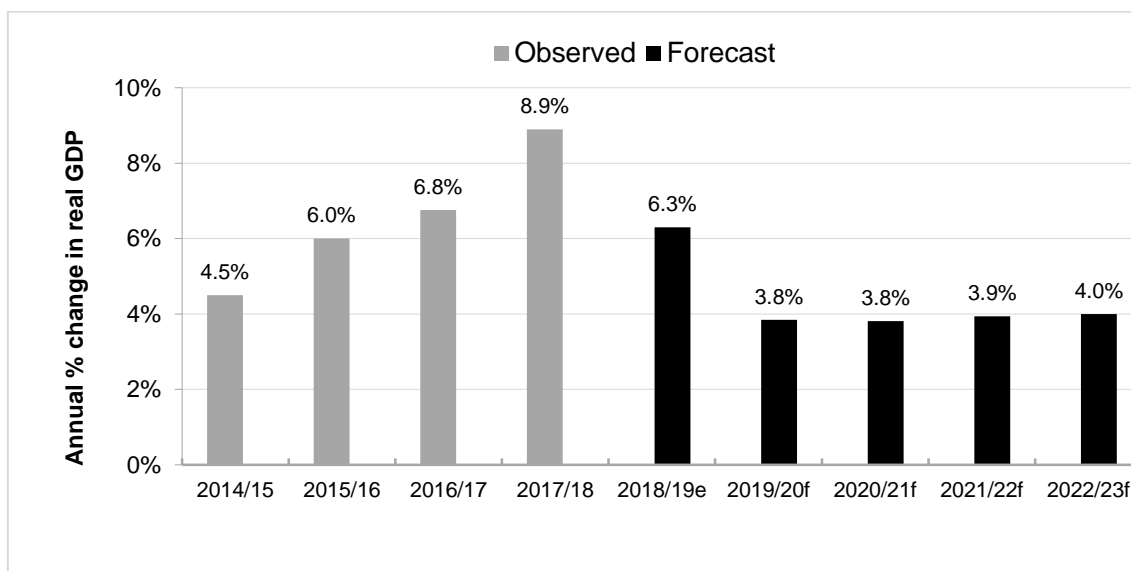
Observed and forecast real GDP from 2006/07 to 2022/23 is shown in Figure 5-8. A 95 per cent high and low confidence interval has also been computed and is displayed as the shaded area either side of the forecast time series.

Figure 5-8 Observed and forecast real GDP, financial year (\$m)



The forecast percentage change over the forward budget period compared to recent years is shown in Figure 5-9. A growth rate of 6.3 per cent is estimated in 2018/19, with growth forecast to fall to 3.8 per cent in 2019/20, with annual average growth over the 4-year forward forecast at 3.9 per cent.

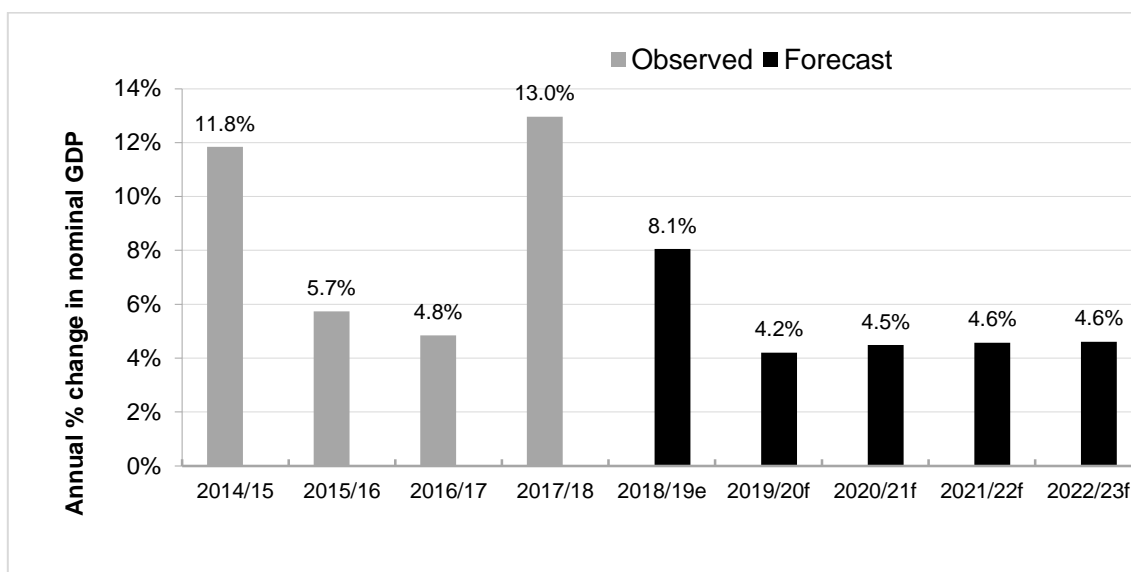
Figure 5-9 Annual change in real GDP (percentage)



The economic forecasts presented above are lower than the annual average growth forecast of 5.4 per year presented in the 2018/19 Half-year Economic and Fiscal Update (HYEFU) published in December 2018. This reflects lower forecast growth for visitor arrivals on the back of a weaker global outlook.

Figure 5-10 shows the forecast percentage change for nominal GDP. A growth rate of 8.1 per cent is estimated in 2018/19, with growth forecast to fall to 4.2 per cent in 2019/20, averaging 4.5 per cent per year over the 4-year forward period.

Figure 5-10 Annual change in nominal GDP (percentage)



In summary, as shown in Table 5-2, nominal and real GDP growth is expected to remain robust in the coming years, albeit at lower levels than in the recent past, due to continued but slower growth in tourism and investment, both public and private.

Table 5-2 Annual GDP growth summary

	2017/18	2018/19e	2019/20f	2020/21f	2021/22f	2022/23
Nominal GDP growth (%)	13.0	8.1	4.2	4.5	4.6	4.6
Real GDP growth (%)	8.9	6.3	3.8	3.8	3.9	4.0
Implicit GDP deflator	102.4	104.0	104.4	105.1	105.7	106.3

5.4 Consumer price index

5.4.1 Annual average performance to 2017/18

Inflation in the Cook Islands is measured by the consumer price index (CPI), which is reported on a quarterly basis by the Cook Islands Statistical Office. Aggregate inflation has fallen steadily since about 2011/12, from 2.8 per cent per year then, to minus 0.1 per cent in 2016/17. In 2017/18, CPI rose slightly to an average of 0.4 per cent over the year (Figure 5-11).

Figure 5-11 CPI, year average, 2005/06 – 2017/18 (percentage change)

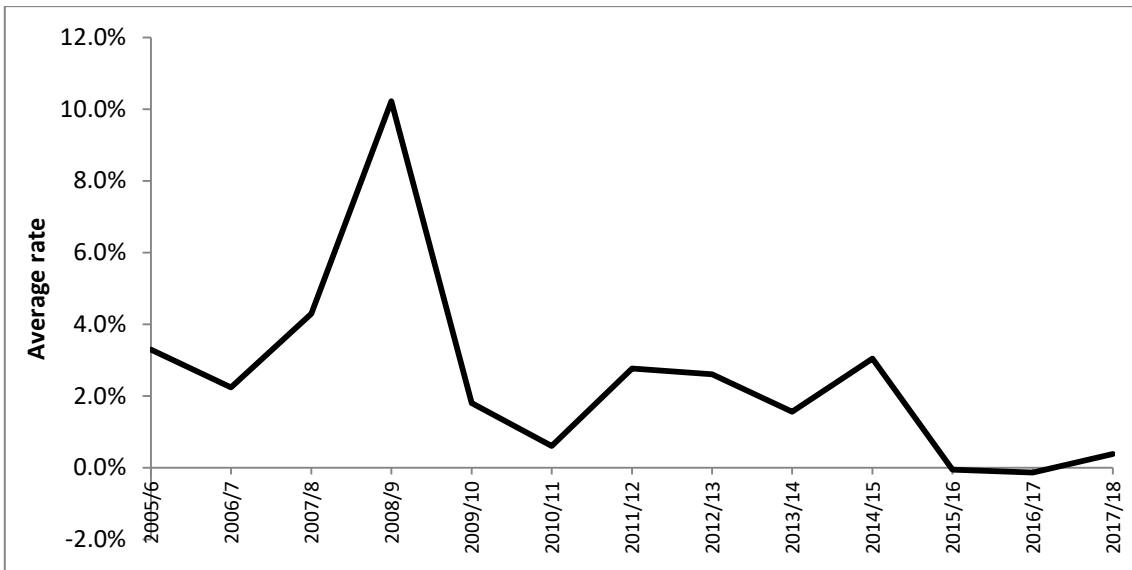
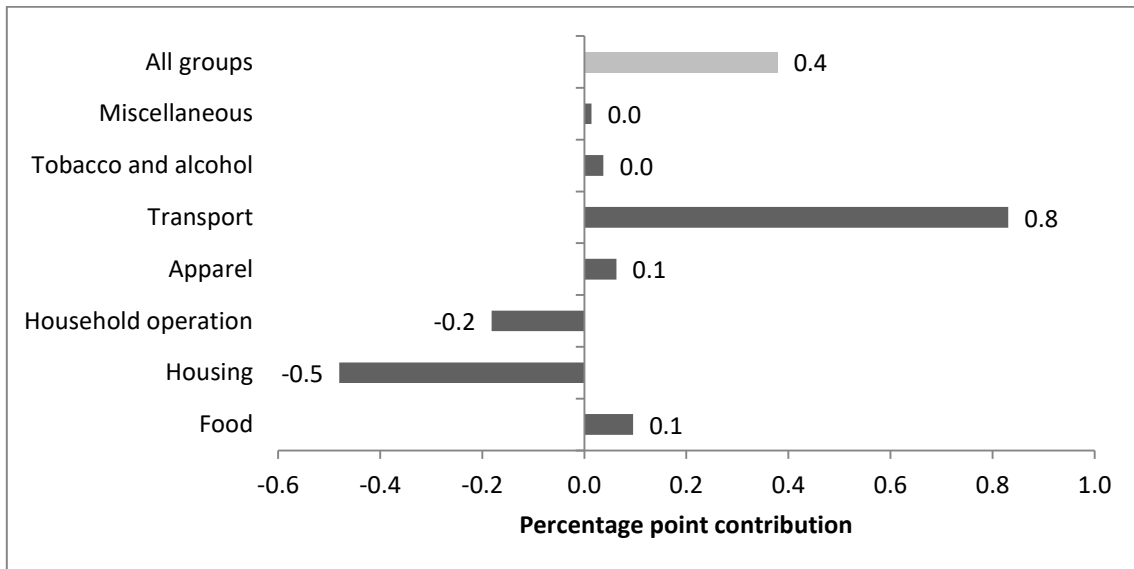


Figure 5-12 shows the contribution to aggregate inflation in 2017/18 by major category. The key driver of the increase was the transport category at 0.8 percentage points, with the household operation and housing categories partially offsetting this rise with falls of -0.2 and -0.5 percentage points, respectively.

Figure 5-12 Contribution to 2017/18 average inflation (percentage point)



5.4.2 Year to March 2019 performance

The CPI for the March quarter 2019, the most recent data available, shows a decrease of 0.56 per cent compared to the March quarter 2018, as shown in Figure 5-13.¹⁰ Over this period, rises in the transport, apparel and food groups were more than offset by falls in the housing, household operations and tobacco and alcohol groups.

¹⁰ Note that when comparing the March quarter 2019 to the March 2018 quarter, this is a year on year rather than average across the year measure.

Figure 5-13 CPI, year to March, annual percentage change

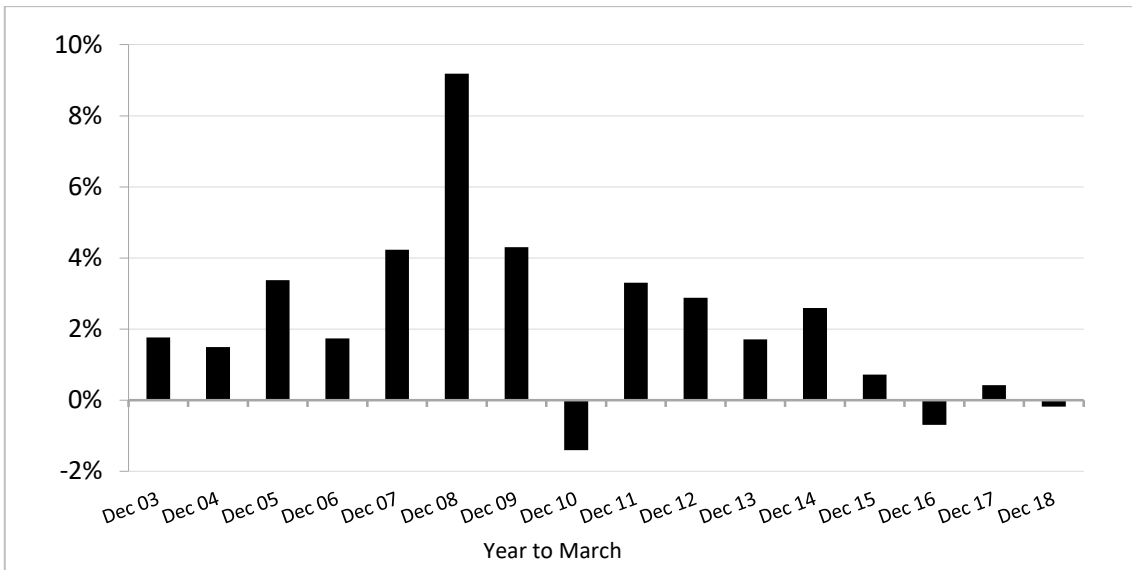
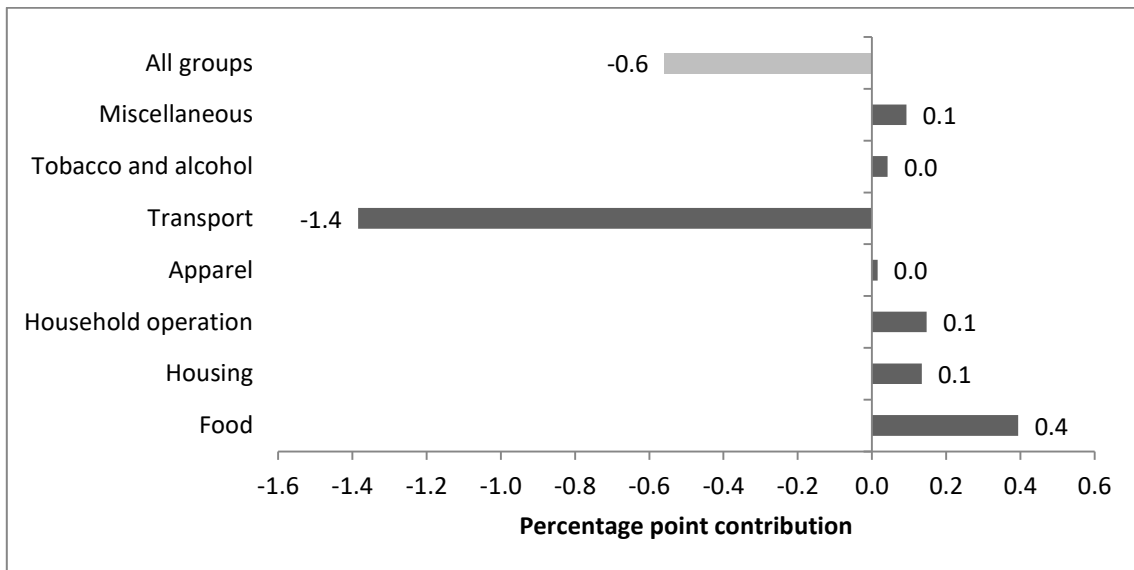


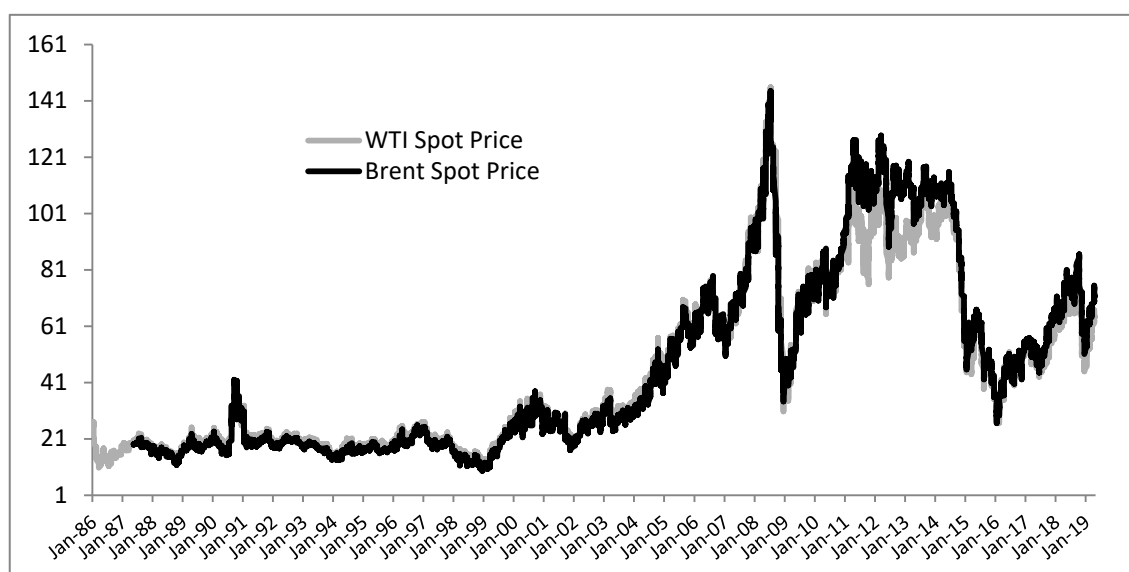
Figure 5-14 shows the contribution to aggregate inflation in the year to March 2019 by major category. The key driver of the decrease was the transport category at minus 1.4 percentage points, with the food category in particular partially offsetting this fall with a rise of 0.4 percentage points.

Figure 5-14 Contribution to year to March 2019 inflation (percentage point)



The fall in transport costs, entirely driven by the overseas travel sub-component of the transport category is consistent with the fall in spot price of oil over the year to March 2019, as shown in Figure 5-15. Over this period, the spot price of West Texas Intermediate crude fell by 7 per cent from US\$64.9 per barrel to US\$60.2 per barrel.

Figure 5-15 Daily oil spot price, 1992 to 2019, US\$/barrel



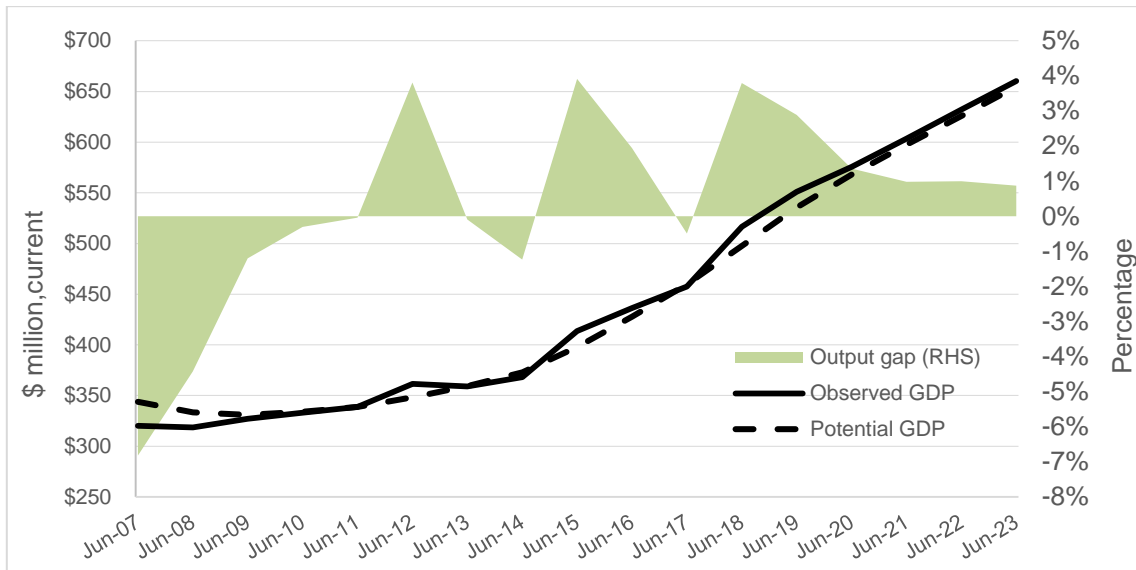
5.4.3 Inflation forecasts

The IMF April 2019 World Economic Outlook noted that in the United States, the market-implied path of expected policy rates remains below the Fed’s projections, raising the possibility of a market reassessment of the expected policy path if US economic data remain strong. The IMF advised that this could result in higher US interest rates, and renewed dollar appreciation. Should this eventuate, the value of the New Zealand dollar would decrease somewhat over the forward period, which could in turn push domestic inflation up over the medium-term through increased costs of imports.

Analysis of the Cook Islands real output gap, using a multivariate Kalman filter approach, suggests that the Cook Islands is currently confronting a positive output gap.¹¹ While there is no evidence of overheating showing up in the Consumer Price Index (CPI) data at present, should the positive output gap continue for an extended period of time, capacity constraints such as labour and skills shortages are likely to strengthen, resulting in inflationary pressure. Forecasts of the nominal output gap indicate that the positive gap will persist over the forward budget period, but decline in magnitude over time.

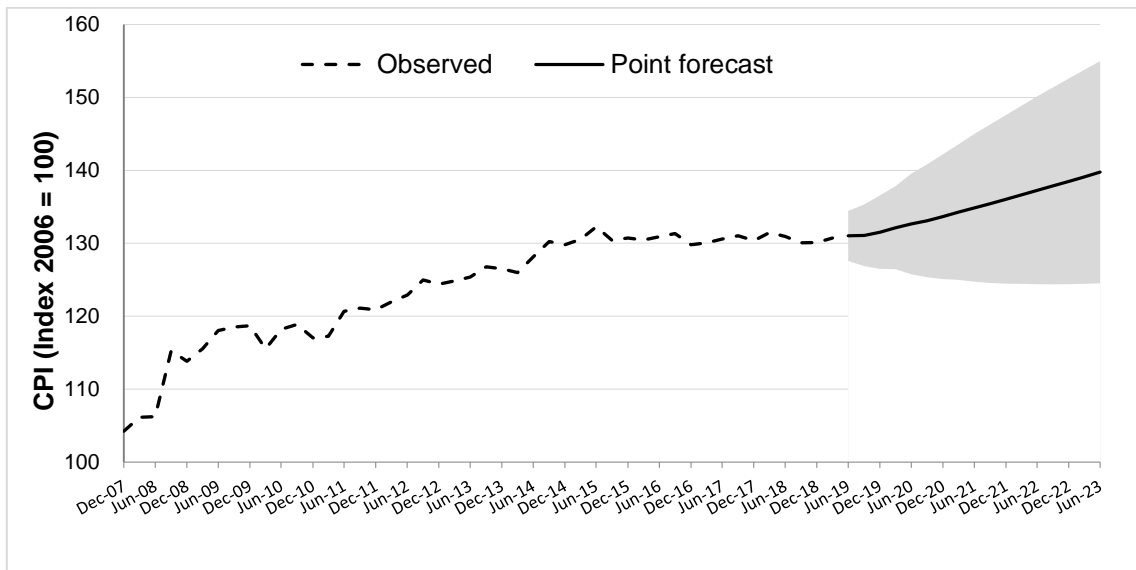
¹¹ For more information, see *Estimating the output gap in the Cook Islands – preliminary analysis: Working Paper No. 18/2*, available at: <http://www.mfem.gov.ck/economics>.

Figure 5-16 Nominal output gap, univariate Kalman filter forecast



Observed and forecast quarterly CPI from December 2007 to June 2023 is shown in Figure 5-17. A 95 per cent high and low confidence interval has also been computed and is displayed as the shaded area either side of the point forecast time series.

Figure 5-17 CPI, quarterly index, 2007 to 2023



Overall, as shown in Figure 5-18 and Table 5-3, inflation is estimated at minus 0.4 per cent in 2018/19, and forecast to pick up to 1.1 per cent in 2019/20 before rising further to about 1.8 per cent per year over the forward budget period.

Figure 5-18 Annual average change in CPI (percentage)

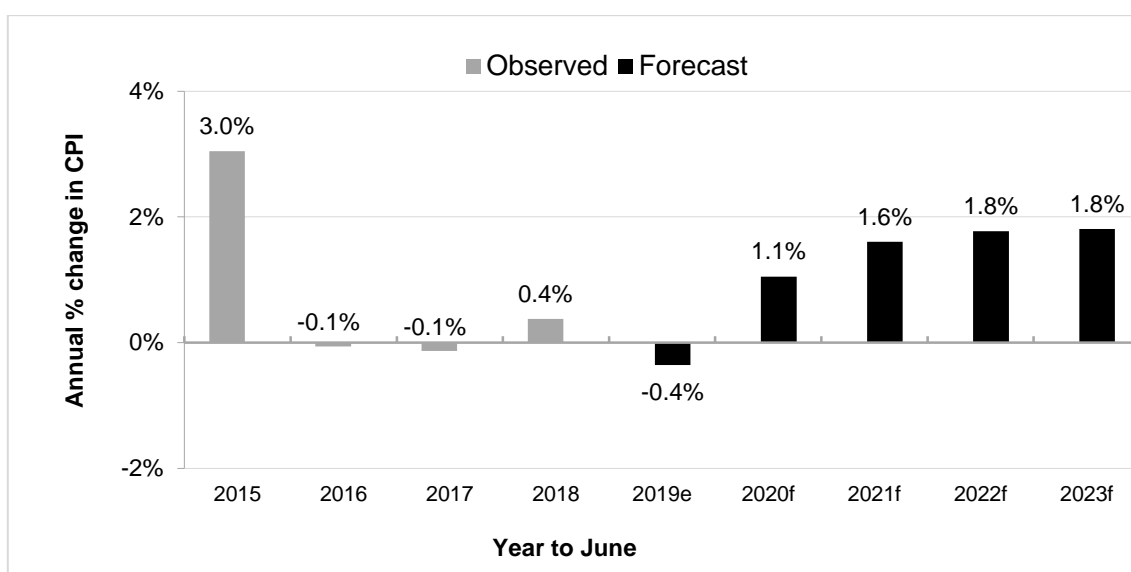


Table 5-3 Annual CPI forecast summary

	2017/18	2018/19e	2019/20f	2020/21f	2021/22f	2022/23f
CPI average annual index	130.9	130.5	131.9	134.0	136.3	138.8
CPI average annual percentage change	0.4	-0.4	1.1	1.6	1.8	1.8

5.5 Tourism

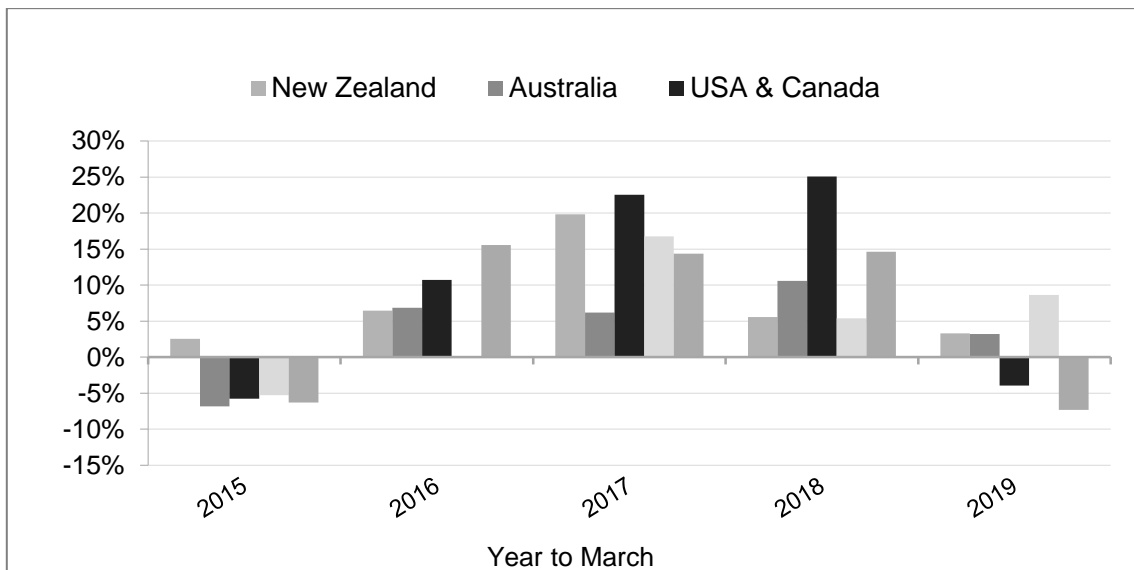
5.5.1 Aggregate visitor activity

Aggregate tourist arrivals

The year to March 2019, the most recent data available, shows the recent strong growth in tourist arrivals tailing off to more realistic levels. The tourism market saw growth of 8 per cent in the year to 2018, falling to 3 per cent in the year to March 2019. Total visitor arrivals rose from 162,650 to 167,262 over this period.

While New Zealand visitors still dominate the raw numbers, visitors from Europe recorded the highest visitor growth rate in the year to March 2019, with a 9 per cent rise on the previous year's 11,626 visitors to 12,269 (see Figure 5-19). In contrast, tourist arrivals from the United States and Canada fell by 4 per cent from 11,545 to 11,089.

Figure 5-19 Visitor arrivals, country of residence (annual percentage change)



Total arrivals for the 2018/19 financial year are estimated at 166,209, 1 per cent higher than the 164,800 seen in 2017/18. As shown in Figure 5-20 and

Table 5-4, growth is expected to pick up to 2.3 per cent in 2019/20, averaging about 2.3 per cent per year over the forward period to 2022/23, with 181,845 visitors forecast.

Figure 5-20 Total visitor arrivals, quarterly, 2008 to 2023

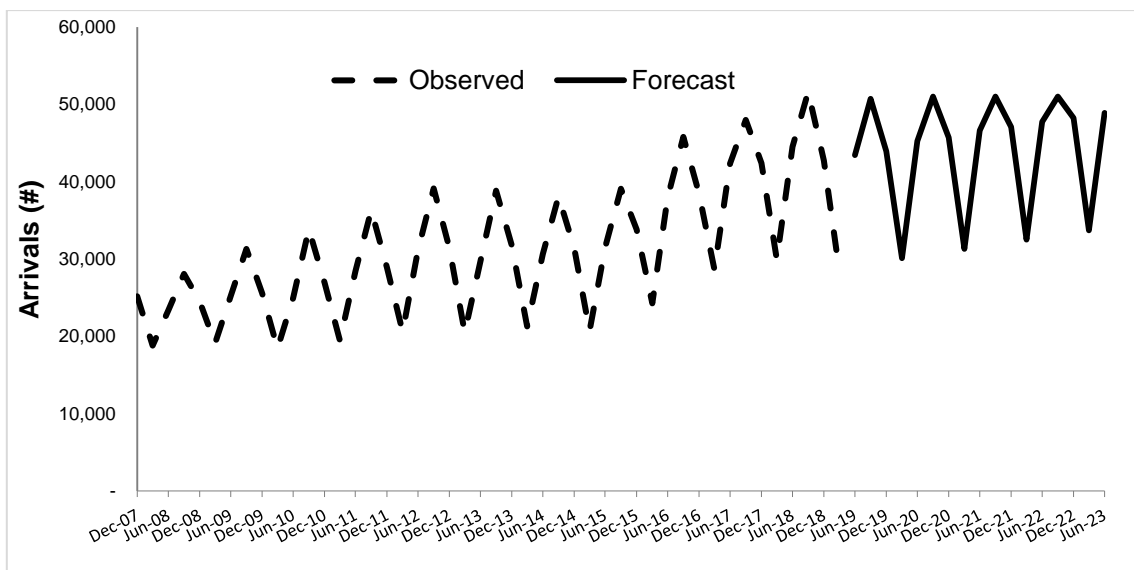


Table 5-4 Estimated total arrivals, quarterly, 2018/19 to 2022/23

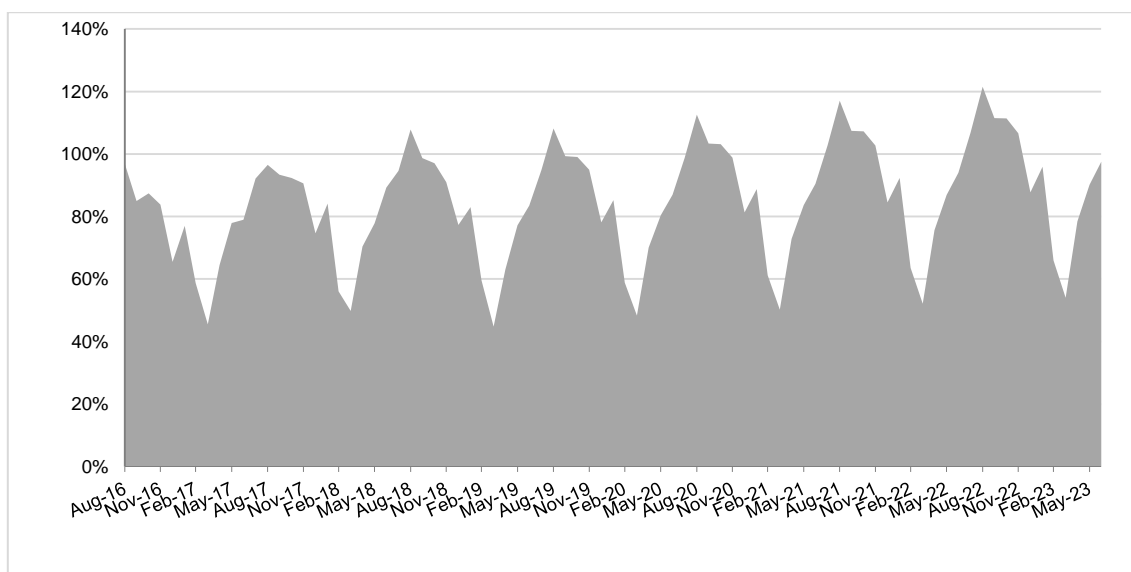
Quarters	2017/18	2018/19e	2019/20f	2020/21f	2021/22f	2022/23f
September	47,977	51,608	50,722	51,000	51,000	51,000
December	42,389	42,718	43,916	45,718	47,064	48,219
March	29,949	28,451	30,113	31,310	32,512	33,720
June	44,485	43,432	45,246	46,597	47,748	48,905
Annual total	164,800	166,209	169,997	174,625	178,325	181,845

The visitor arrivals forecasts in this chapter take account of industry capacity constraints. The highest number of tourists that the country has received is 18,332, in July 2018. The economic forecasts are based on a more conservative maximum of 17,000 per month.

As

Table 5-4 indicates, the September quarter (July to September) is the busiest time for tourists. Figure 5-21 highlights the capacity limitations experienced in the Cook Islands, by month. During 2019/20, maximum capacity is expected to be reached in the month of July, with more than 90 per cent capacity expected to be reached during a further 4 months. This situation worsens in 2020/21 with maximum capacity expected to be reached during 3 months of the year, rising to 5 months the following year.

Figure 5-21 Tourism capacity utilisation, monthly, 2016 to 2023



5.5.2 Major markets

Introduction

The major tourism markets for the Cook Islands are New Zealand with 67 per cent of total arrivals in 2017/18, followed by Australia with 16 per cent and Europe and the USA and Canada at 7 per cent each. Other markets including Asia and French Polynesia make up the remaining 3 per cent. Table 5-5 shows the aggregate tourist arrivals forecasts broken down by major market, by financial year.

Table 5-5 Forecast total tourism numbers, by major market, 2018/19 to 2022/23

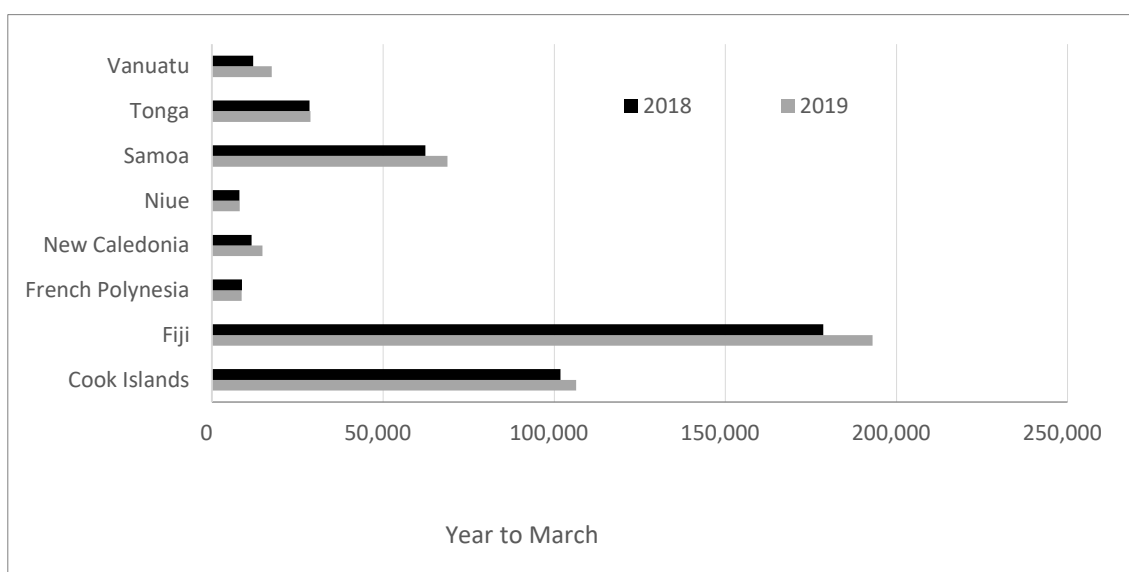
Markets	2017/18	2018/19e	2019/20f	2020/21f	2021/22f	2022/23f
New Zealand	110,227	110,555	112,256	114,945	116,998	118,944
Australia	26,398	27,853	28,761	29,899	30,878	31,817
USA & Canada	11,418	11,017	11,397	11,716	11,982	12,236
Europe	11,928	12,630	13,110	13,590	14,006	14,404
Other	4,829	4,153	4,472	4,476	4,461	4,444
Total	164,800	166,209	169,997	174,625	178,325	181,845

New Zealand

New Zealand visitors continue to make the strongest contribution to tourist arrival numbers. New Zealand arrivals reached 111,800 in the year to March 2019, a 3 per cent increase over the previous year.

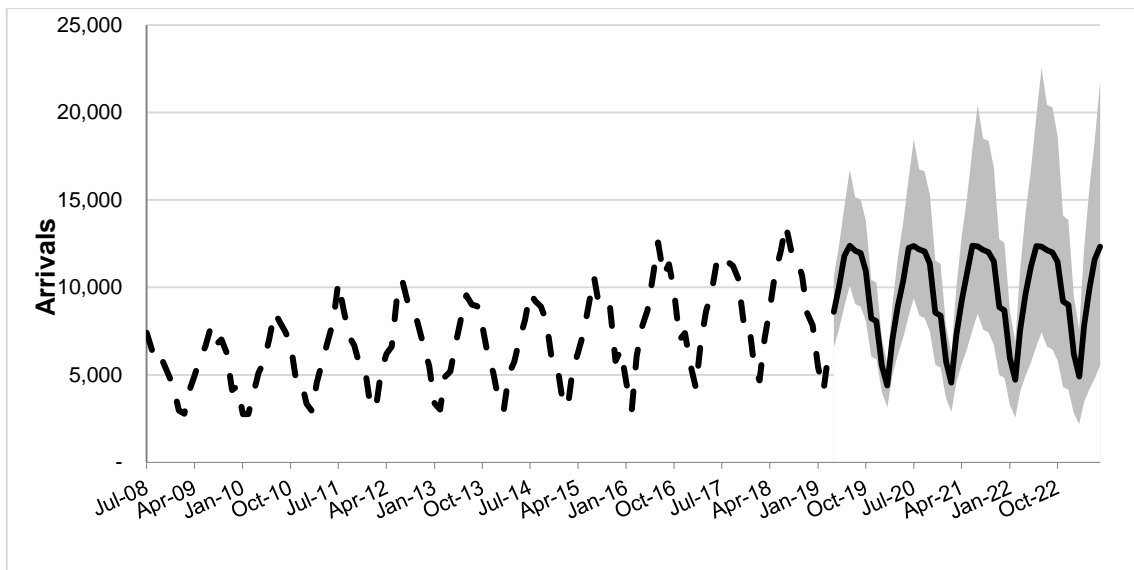
Growth in tourism numbers from New Zealand is consistent with the general growth in New Zealand outward tourists to the Pacific, which has increased steadily in recent years. The Cook Islands is receiving an increasingly larger share of New Zealand tourists to Oceania, rising from 6.2 per cent in the year to March 2018 to 6.3 per cent in the year to March 2019, behind Australia and Fiji.

Figure 5-22 New Zealand Pacific resident arrivals, by main country visited



Arrival numbers for New Zealand visitors to the Cook Islands are expected to continue to increase going forward, but at slower rates than in recent years (see Figure 5-23). Growth is estimated at 0.3 per cent in 2018/19, rising to 2.4 per cent in 2019/20, averaging 1.8 per cent over the forward budget period. Total New Zealand arrivals are expected to rise from 110,555 to 118,944 over this period.

Figure 5-23 New Zealand arrivals, quarterly, 2008 to 2023



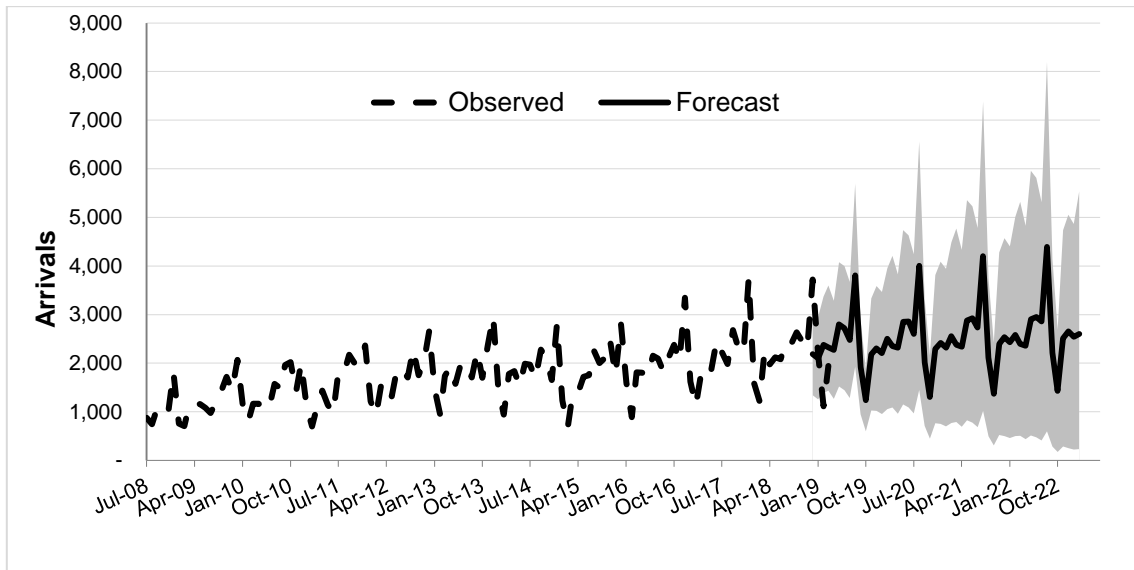
Australia

Australia is the second largest tourism market for the Cook Islands. Following recent strong growth of 6 per cent in the year to March 2017, and 11 per cent the subsequent year, Australian visitors recorded slower growth of 3 per cent in the year to March 2019. This took Australian visitor numbers from 26,513 in the year to March 2018 to 27,365 the following year.

The Cook Islands has seen significant growth in Australian visitors over the past ten years, with growth averaging about 9 per cent per year. This is off the back of strong growth in Australian outbound tourism (5 per cent from the year to March 2018 to the year to March 2019) and the increase in flights from New Zealand to Rarotonga which has increased interconnection options from Australian cities. Tourism Australia forecasts that outbound tourist numbers will continue to grow in Australia, increasing by an annual average of 3.9 per cent to 2026/27.

Arrival numbers for Australian visitors to the Cook Islands are expected to moderate going forward. Growth is estimated at 5.5 per cent in 2018/19, falling to 3.3 per cent in 2019/20, before falling further to about 3 per cent by 2022/23 (see Figure 5-24). Australian visitors are expected to increase from about 27,853 to 31,817 over this period.

Figure 5-24 Australia arrivals, quarterly, 2008 to 2023



Other markets

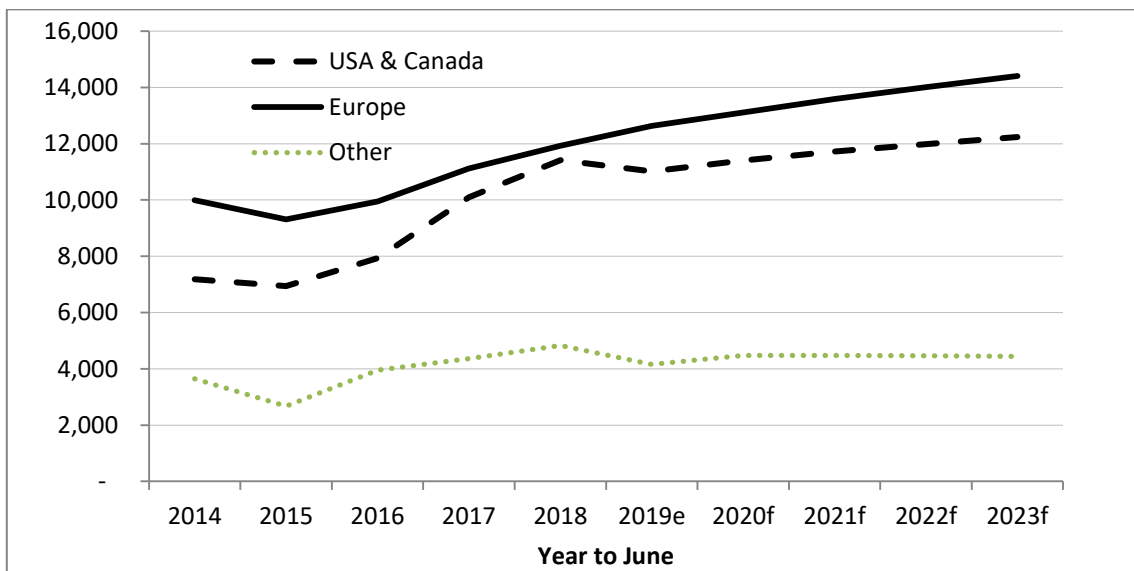
The year to March 2019 has shown mixed results for the other Cook Islands tourism markets.

Arrivals from the United States and Canada, the North American market, fell by 4 per cent from 11,545 in the year to March 2018 to 11,089. Growth is expected to recover in 2019/20 to 3.4 per cent, before falling to about 2 per cent by the end of the forward budget period (see Figure 5-25). Any further strengthening US dollar could have a positive impact on tourist numbers.

Visitor numbers from Europe grew by 9 per cent in the year to March 2019, from 11,626 in the previous year to 12,629. Growth is expected to be 5.9 per cent in 2018/19, thereafter averaging about 2.7 per cent over the forward budget period.

Following strong growth in recent years, arrivals from Asia and French Polynesia fell by 20 and 25 per cent, respectively in the year to March 2019. Average growth of about 1.8 per cent per year is expected over the forward budget period.

Figure 5-25 Other major markets arrivals, 2013/14 to 2022/23

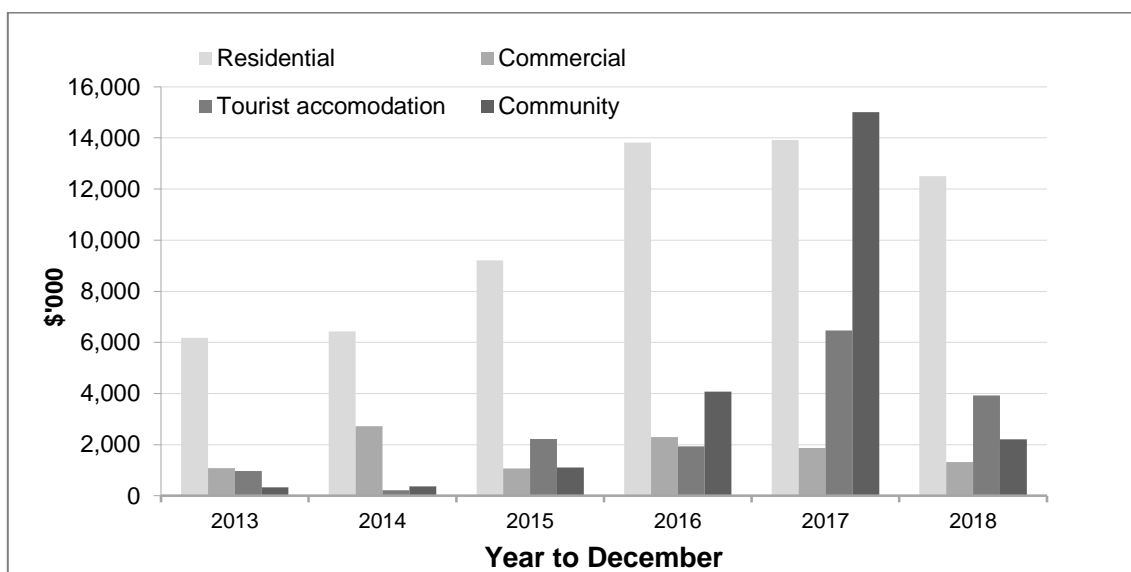


5.6 Housing and construction

5.6.1 Performance

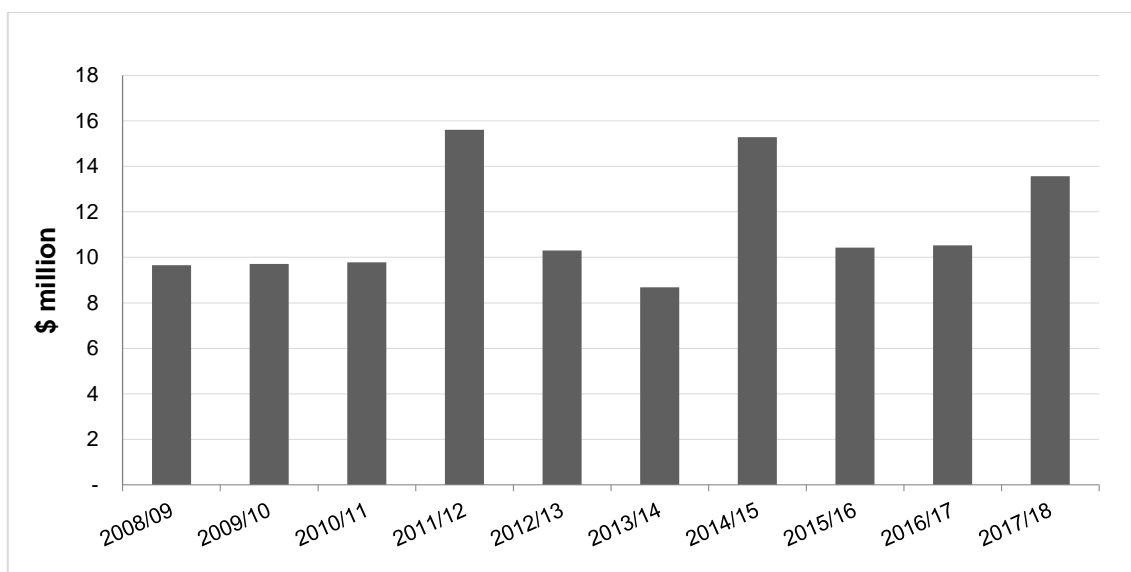
Despite a substantial decline in the value of residential and commercial (commercial, tourist and community buildings) building approvals in the year to December 2018 compared to the year to December 2017 (see Figure 5-26), the value remains well above trend. Total approvals value fell by 46 per cent from \$37.3 million to \$20.0 million, largely driven by a reduction in the value of community infrastructure approvals, following the completion of a number of large projects such as the Tereora College redevelopment.

Figure 5-26 Building approvals, \$'000, 2013 to 2018



The high level of the value of building approvals in recent years is reflected in the performance of the construction sector of the Cook Islands economy. The construction sector's contribution to GDP, shown Figure 5-27, has risen from \$10.4 million in 2015/16 to \$13.6 million in 2017/18.

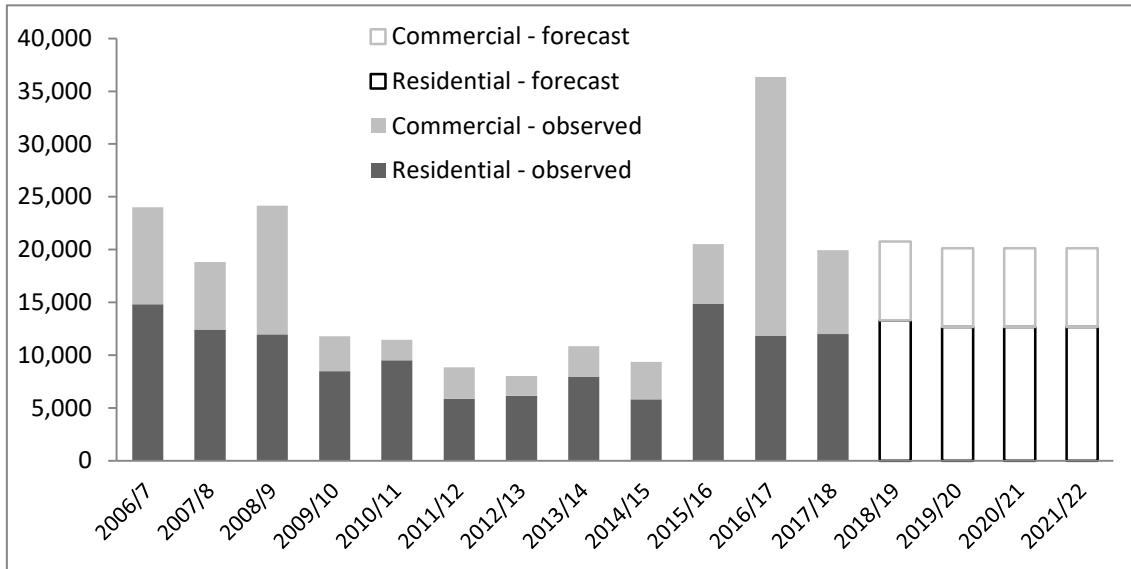
Figure 5-27 Construction sector contribution to real GDP, 2008/09 to 2017/18 (\$'000)



5.6.2 Outlook

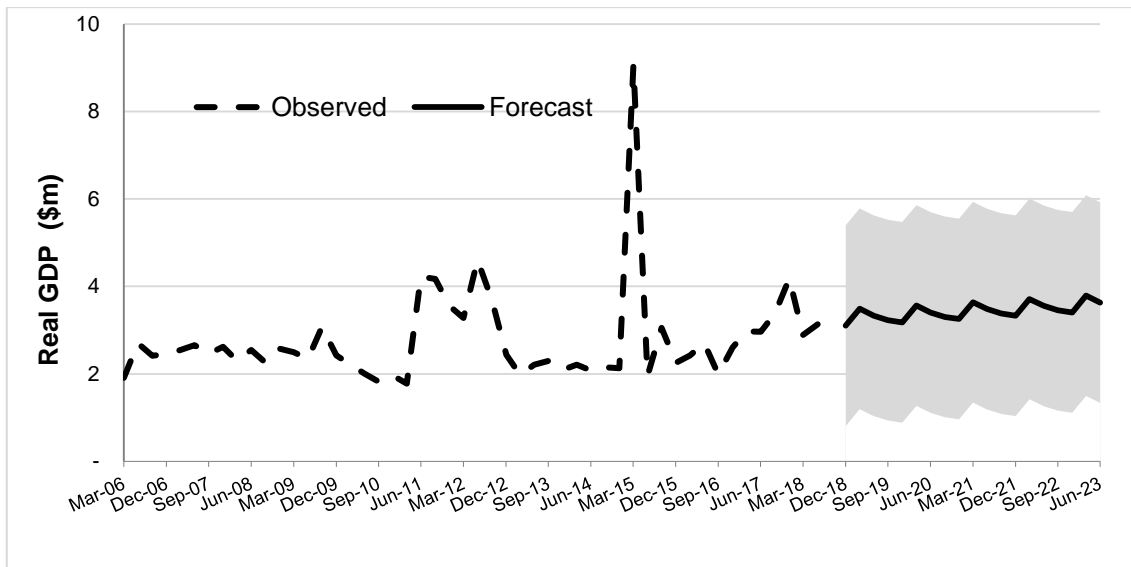
Going forward it is expected that both residential and commercial building approvals will stay at similar levels to those seen in 2017/18, reflecting the expected level of construction activity to service the tourism market, and continuation of government expenditure on a wide range of capital projects (see Figure 5-28).

Figure 5-28 Value of building approvals, 2006/07 to 2022/23 (\$'000)



The expected level of building approvals over the forward budget period is reflected in the steady state medium-term forecast for the construction sector as a whole shown in Figure 5-29.

Figure 5-29 Construction sector forecast, 2006 to 2023 (\$ million real)



5.7 Marine resources

5.7.1 Fishing

The main benefit to the Cook Islands Government from fishing activities is revenue from treaty arrangements, license fees and the sale of catch quotas. The provisional revenue estimate for 2018/19 is \$11.5 million.

In December 2016 new longline regulations for the Quota Management System (QMS) were enacted. Under the QMS a total allowable catch of 9,750 metric tonnes (MT) of albacore tuna and 3,500 MT of bigeye tuna per calendar year were set. The quota system was implemented in January 2017, with revenue returns of around \$3 million per year received, exceeding previous licensing arrangements which returned around \$2.4 million per year.

A significant portion of revenue comes from the purse seine fishery, where the Cook Islands Exclusive Economic Zone (EEZ) has a total limit of 1,250 fishing days in accordance with management measures implemented by the Western Central Pacific Fisheries Commission (WCPFC).

During 2016, the US and Pacific Island states negotiated a new US Multilateral Treaty with a six year term. Under the agreement the Cook Islands will commit 350 fishing days annually before the start of the calendar year. In 2018 the United States acquired 323 fishing days under this pool. In addition, the US fishing industry also entered into bilateral arrangements for 200 additional fishing days for vessels which have not acquired pooled days or who require additional days.

In January 2018, the Government renewed licenses for two Spanish purse seine fishing vessels under the European Union (EU) Sustainable Fisheries Partnership Arrangement. Under the 8 year agreement there is a 4 year protocol for fisheries access allowing up to 7,000 MT per year to be fished by EU Purse Seiners. This arrangement accounts for approximately 158 of the 1,250 vessel days assigned annually by WCPFC.

For the 2018 calendar year, the price for a fishing day ranged between \$12,500 to \$13,500, as determined by exchange rates which affect the US Treaty; and the EU fisheries partnership, and vessel days charged at a rate of US\$9,500 per day. Projected fisheries revenue for 2019/2020 is about \$11.5 million. The sources of revenues include:

- \$3 million from the longline licensing, development fees and quota management system;
- \$1.2 million from the US Treaty equal shares;
- \$4.7 million from the US Treaty annual pool;
- \$1.5 million from the US Treaty bilateral arrangements;
- \$400,000 from the EU Sustainable Fisheries Partnership Agreement (SFPA) fishing authorisations.

The figures above exclude ODA of US\$156,000 from the US Treaty Project Development Fund, and EUR350,000 for EU SFPA fisheries sectoral support. Fisheries revenue is expected to remain relatively stable. Purse seine related revenue are largely dependent on annual fishing patterns influenced by climatic conditions i.e. El Nino, and therefore experience year on year fluctuations. Fisheries management arrangements and differences in pricing for purse seine vessel days will also influence where and when fleets choose to fish.

Fishing activities

The Cook Islands EEZ is divided into the northern and southern fishery grounds (delineated at 15°S latitude), with the majority of fishing activity taking place in the northern fishery which is more stable and productive.

The longline albacore fishery catch is generally unloaded or transshipped in Apia, Samoa or Pago Pago, American Samoa.

The longline albacore fishery catch is generally unloaded or transshipped in Apia, Samoa or Pago Pago, American Samoa.

The longline catch peaked at 15,500 MT in 2012 when exploratory fishing for bigeye tuna was conducted. This experience helped to inform the setting of catch and effort levels that could be maintained to support both biological and economic objectives of the fishery, which are about where current levels are and should be maintained.

Since then catch has declined to 4,739 MT in 2018 as the fishery has reverted back to its reduced regulated albacore catch limits. Over the same period purse seining has become the dominant fishery in the Cook Islands, in terms of both catch and value expanding from 476 MT in 2010 to a peak of 30,273 MT in 2018.

The total commercial catch for all vessels was 35,012 MT in 2018, an increase from 25,466 in 2017. This is driven by increases in both longline and purse seine catch.

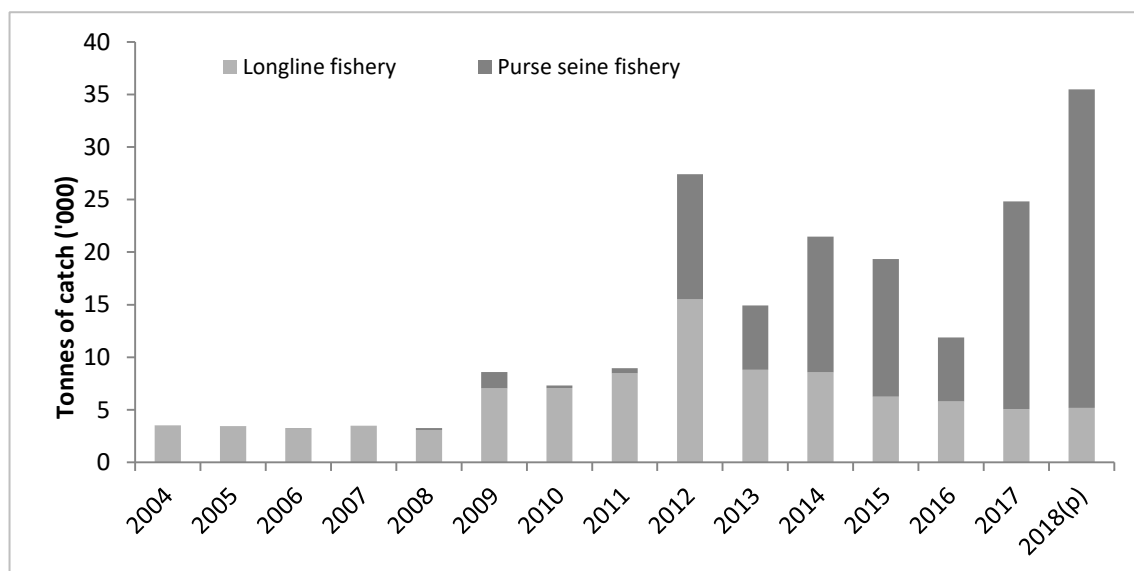
The Quota Management System applies to two species caught in the longline fishery. This is implemented through the Marine Resources (Large Pelagic longline Fishery and Quota Management System) Regulations 2016 (QMS) which came into force on 1 January 2017, by placing quota limits on albacore (ALB) and bigeye tuna (BET) in Cook Island waters.

The QMS Regulations placed a commercial quota limit or total allowable commercial catch (TACC) and total allowable catch (TAC) for each of the species as follows;

- 9,750 MT ALB (TAC)
- 9,698 MT ALB (TACC)
- 3,500 MT BET (TAC)
- 2,500 MT BET (TACC).

In 2018 a total of 4,095 MT of ALB was purchased accounting for 58 per cent of the ALB TACC, and a total of 660 MT BET was purchased accounting for 26.4 per cent of the BET TACC.

Figure 5-30 Fishery catch in the Cook Islands EEZ (MT)



The Cook Islands also supports a small local fishery of artisanal and sports fishing game charter operators. In 2017, 229 MT was caught by local fishers, with an estimated nominal catch of 150 MT in 2018.

Provisional catch estimates indicate albacore and yellowfin tuna together accounted for around 86 per cent of species caught by longline in 2018, with a decrease in yellowfin compared to 2017 (Table 5-6). With the increase in purse seining, skipjack was the dominant catch species in 2018, with approximately 28,949 MT accounting for 95 per cent of the total catch.

Table 5-6 Fishery catches in the Cook Islands EEZ by species (MT)

	2016			2017			2018(p)		
	<i>Longline</i>	<i>Purse Seine</i>	<i>Local</i>	<i>Longline</i>	<i>Purse Seine</i>	<i>Local</i>	<i>Longline</i>	<i>Purse Seine</i>	<i>Local (P)</i>
Albacore	4,224	0	1	3,315	0	0	3,697	0	1
Bigeye	537	86	0	259	439	0	254	256	1
Yellowfin	1,094	416	77	902	1,767	150	775	1,068	87
Skipjack	123	4,874	7	76	18,202	23	13	28,949	5
Other	725	10	24	506	N/A	56	445	0	56
Total	6,703	5,386	109	5,058	20,408	229	5,184	30,273	150

In 2018, a total of 89 licensed vessels were managed by the Ministry of Marine Resources (MMR). These include 40 long liners, 36 purse seiners, 2 high seas trawlers and 11 bunker vessels. In addition there were 238 local artisanal and game charter fishing boats reporting catches to the MMR (Table 5-7).

Table 5-7 Number of active fishing vessels

Licensed and active vessels	2014	2014	2015	2016	2017	2018
<i>Offshore fishery</i>						
Long liner	45	36	38	47	55	40
Purse seiner	17	18	65	33	16	36
Other commercial	4	5	5	10	8	13
Total	66	59	108	90	79	89
<i>Local artisanal and game fishery</i>	223	302	301	285	273	238

One domestic commercial fishing company, with three Cook Islands' flagged longline vessels, operates in the southern Cook Islands waters, and offloads its catch to Avatiu port for domestic market and export markets such as Japan. For Cook Island domestic vessels that unload in Rarotonga, 183 MT was unloaded in 2018 compared to 286MT in 2017. This decrease in catch volume can be attributed to the reefing of one of the domestic vessels operating out of Rarotonga in 2018. The volume of exports decreased from 25 to 8 MT over this period.

Landed frozen catch by foreign flagged vessels in Rarotonga totaled nearly 400 MT in 2016, up from 363 MT in 2015. In 2014, the total catch landed by Chinese vessels was 1,900 MT, a very large spike compared to normal catch levels. There was no landed catch by foreign vessels in Rarotonga for 2017 and 2018.

Table 5-8 Catch landed at Avatiu Port (MT)

	2014	2015	2016	2017	2018(p)
Cook Islands flagged vessels					
Fresh catches offloaded	194	188	179	286	173
Fresh catches to be exported by airfreight	23	115	125	25	8
Chinese flagged vessels					
Frozen by-catch sold locally	18	0	0	0	0
Frozen catches to be exported by sea freight	1,882	363	399	0	0
Total	2,117	666	703	311	181

The small-scale fishery remains an important economic activity for game-charter operators and artisanal fishermen. Improvements in catch data by island is expected in the near future, a result of incentivised reporting as part of a fuel subsidy program instituted by MMR.

The MMR in conjunction with the South Pacific Community (SPC) continues to upgrade MMR's fisheries information management capacity and capabilities through the integration of coastal monitoring and data collection methods, and the streamlining of this process through the use of electronic reporting mediums, such as the android 'Tails' application.

MMR noted improved coverage in artisanal data collection with the introduction of reporting initiatives such as the 'Tails' application. A significant outcome of this is that the technology can operate with limited internet connectivity, and provides a solution to the problems of geographic isolation that is experienced on many islands, and reducing administrative and resource costs related to data management and processing.

A fisheries development fee of \$10,000 is charged to each foreign fishing license. In 2017, \$300,000 was made available through administrative payments to support the local fishers comprising of \$100,000 for the Cook Islands Fishing Association, \$150,000 in small grants to individuals and \$50,000 for the fishing clubs of the Pa Enea Tokerau (Northern Group).

The FAD program remains a top priority for MMR under the inshore and aquaculture division. From July 2018 to May 2019, a total of 18 successful Fish Aggregating Device (FAD) deployments were conducted in both the north and southern group islands. A total of 34 FAD's are active and are serviced and maintained by Fisheries Officers on each island, with assistance from some fishers. A number of projects complement national budgetary allocations to maintain the FAD program. This includes the Fisheries Development Facility, Ridge to Reef and EU-SFPA.

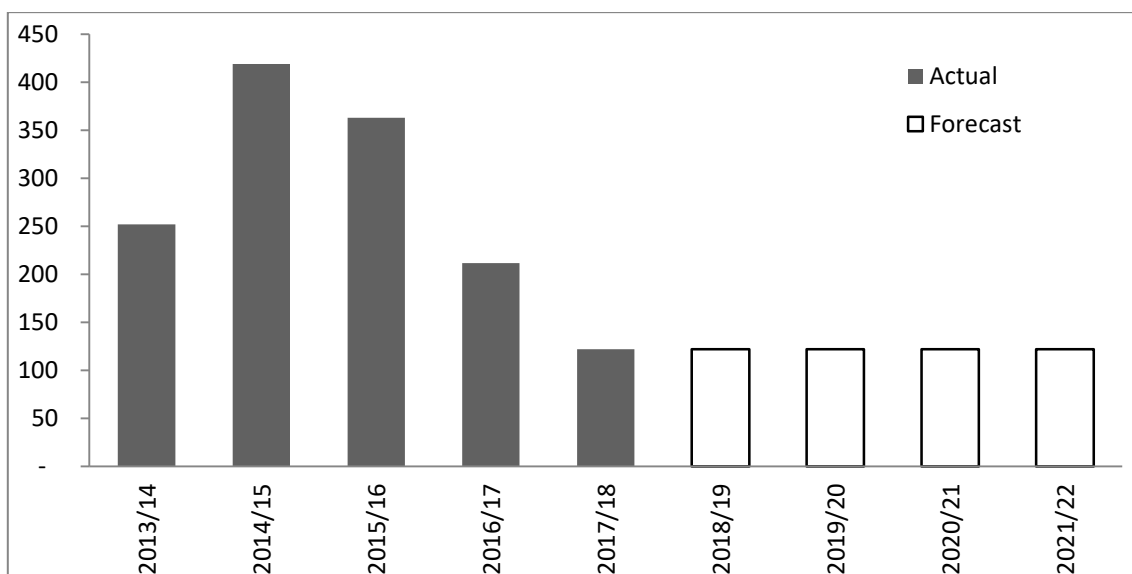
5.7.2 Black pearls

The pearl industry in the Cook Islands has declined markedly over the past 15 years. Total pearl exports reached an all-time high in 2000 at just over \$18 million, however the industry saw a decline in the value of total exports as of 2003, following unregulated farming practices, poor oyster health conditions and bacterial disease. Since its peak in 2000, the industry reached a low of \$191,000 in 2013. The industry has rebounded somewhat in recent years, however its value remains very low.

French Polynesia continues to be the major supplier of raw and finished black pearl products to the international market, keeping prices relatively low. Anecdotal information indicates increased imports of black pearl products from French Polynesia to the Cook Islands.

In 2017/18, the value of pearl and pearl shell exports fell to \$122,000, down from \$211,000 in 2016/17 (Figure 5-31). In the Cook Islands there has been a distinctive shift by major farmers investing in vertically integrated business models, with a focus on visitors and sales on the domestic market. As a result, export values are no longer representative of levels of production.

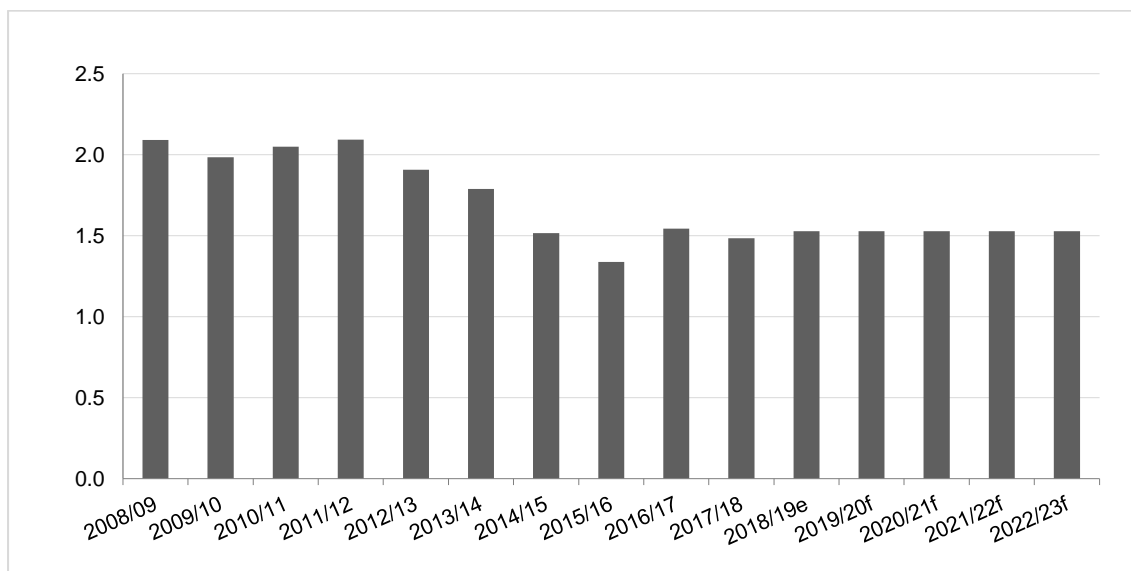
Figure 5-31 Pearl exports, 2012/13 -2021/22 (\$'000)



5.7.3 Economic contribution

The Fishing and Pearl sector, which accounted for less than one per cent of real GDP in 2017/18, contracted by 4 per cent from \$1.54 million the previous year to \$1.48 million, in real terms. A slight rebound is expected in 2018/19, rising to about \$1.53 million. The outlook for the sector over the budget forecast period is steady, as shown in Figure 5-32.

Figure 5-32 Fisheries contribution to GDP, annual, 2008/09 to 2022/23 (\$m real)



5.8 Agriculture

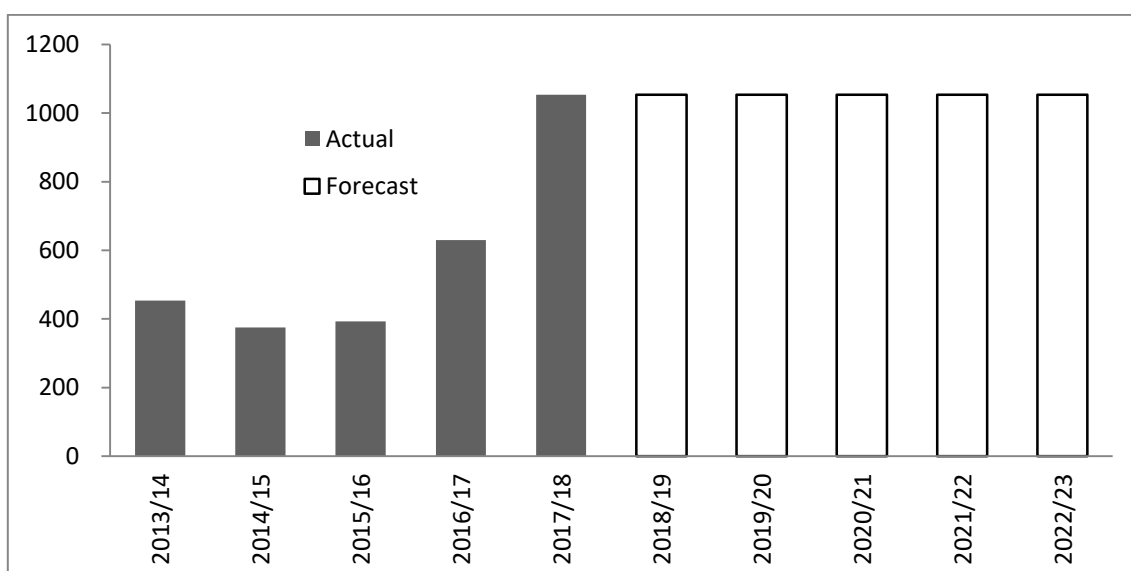
5.8.1 Agricultural activity and exports

The Agricultural sector accounted for about 2 per cent of real GDP in 2017/18, growing by about 1 per cent in 2017/18 from \$10.58 million to \$10.64 million in real terms.

This growth was underpinned by a significant expansion in agricultural exports in 2016/17 and 2017/18, following a decrease in 2015/16. Noni Juice remains the main export commodity product from the Cook Islands, with the primary export markets in Japan, China and, more recently, South Korea. Minor export volumes of processed agricultural products such as virgin coconut oil, vanilla extracts, A-grade vanilla beans and Tamanu seed oil extracts are some of the new export products that are increasing in demand.

Total agricultural exports, almost entirely comprised of Nono, rose from \$630,000 in 2016/17 to just over \$1 million in 2017/18, an increase of 67 per cent (see Figure 5-33).

Figure 5-33 Agriculture exports 2013/14 to 2022/23 (\$'000)



A range of initiatives in Rarotonga and the Pa Enua have been established to improve the supply of fruit and vegetable products by strengthening up-stream supply chains.

In 2018, the Ministry distributed in excess of 150,000 propagated vegetable seedlings to 18 commercial farmers on Rarotonga, with production mainly for sales at supermarkets, local outlets, restaurants and hotels. Seeds of capsicums were distributed to the farmer associations on Aitutaki to assist with meeting local demand, whilst broccoli, cauliflower and cabbage seeds were distributed to the Puna on Mangaia.

During the latter part of 2018, 3 farmers on Mangaia shipped an estimated 250 heads of cabbages to 2 outlets on Rarotonga. A single farmer on Mangaia continues to supply 25 kg of capsicums and tomatoes to Prime Foods on a weekly basis. The sale of propagated seedlings to farmers on Rarotonga has assisted with enhancing the supply of vegetables to our markets.

During the first quarter of 2019, 48,600 seedlings of various vegetables - including tomatoes, capsicums, watermelons and cucumbers were supplied to farmers. A total of 7,866 seedlings of tomatoes were distributed during this period which could equate to \$66,800 in gross income from an area of 1.45 acres, based on recommended spacing and management practices. This initiative also aims to support local production in bridging the gap of vegetable supply.

The Ministry of Agriculture, together with the Prison Services, commenced with a program to propagate and supply open pollinated organic seeds to farmers in the country, including the schools and women groups. The program has commenced with the extraction and packaging of seeds of Sweet Corn, Tomatoes and Eggplants. This initiative has received financial and technical resources through the Land Resources Division of the Secretariat of the Pacific Community.

Domestic hydroponic and summer vegetable production continues to grow, bridging the gap in fruit and vegetable supply value chains during the 'production off-season'. There has also been an increase in the number of hydroponics and summer house facilities on Rarotonga, Aitutaki and Northern Pa Enua. The Ministry of Agriculture is also investing in vanilla shade houses to boost production of this high value crop for export and the local market.

The Ministry of Agriculture has extended the new varieties (White Jade Pineapple, Rambutan, yam, taro), and material support towards the FAO Fruit Tree and Vegetable Model Orchard Farms, implemented by the Cook Islands Chamber of Commerce in their Agribusiness training program. This has now expanded to Aitutaki, Mangaia, Mauke, Atiu – the Agricultural Fruit Tree Production and training of Growers, and crop banks on each islands under the Ridge to Reef program (R2R) and the Pa Enua Action for Resilient Livelihood (PEARL) projects.

The Cook Islands has considerable potential to meet the increased for local agricultural production (products such as drinking coconuts, coffee and cocoa, root crops, ornamentals, tropical fruits, vegetables, honey production, processing and value adding products, including handicraft products). Despite this potential, there are a number of constraints that limit growth in the agriculture sector:

- substandard biosecurity treatment facilities to meet our SPS requirements for international market access and compliance with importing/exporting country's quarantine requirements for fruit flies and other pests
- issues related to labour shortages and, and in some cases, higher level local wages
- low or lack of agricultural water access and supply
- inexperience and failures in supply chain coordination, and
- high transport costs to get produce to markets.

The MOA is establishing better data systems to ensure that more robust information and resources are available to help the ministry and farmers better understand the various challenges and trends in the agricultural industry.

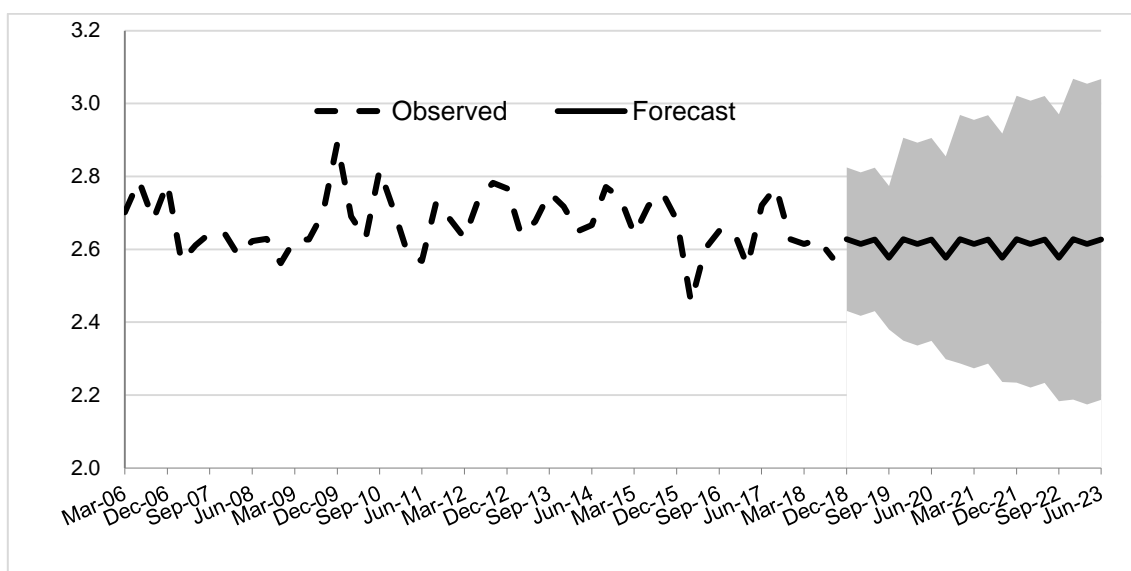
Since the establishment of the AgINTEL data system, the Ministry of Agriculture have been releasing Punanga Nui Market data based on agricultural produce which helps farmers understand the market better in terms of price and demand. This data system helps record market information and monitor changes while providing crucial data to farmers and growers allowing them to supply areas of shortfall in production.

The Ministry of Agriculture has also extended this data system to the southern Pa Enua in 2017 and the first quarterly report on agricultural production will be released 2nd quarter of 2019. It will be the first time the Ministry monitors the agriculture sector in the Pa Enua based on data. Agriculture data for the whole country is currently lacking in some areas, since other islands particularly the northern group are not covered. However the Ministry of Agriculture is now in the process of developing MoU's for each of the Northern Pa Enua with the Island Government to allow the Ministry of Agriculture to work directly with each agriculture department on these Islands. It is expected that by 2020, the Ministry will be delivering training programs to build up the capacity for the agriculture staff on each island and at the same time to introduce AgINTEL data system in the Northern Pa Enua. This method is adopted from the same approach undertaken by the Ministry of Agriculture in the Southern Pa Enua in 2016.

5.8.2 Economic contribution

A steady economic outlook for the agriculture sector is expected over the budget forecast period, as shown in Figure 5-34.

Figure 5-34 Agriculture contribution to GDP, quarterly, 200/07 to 2022/23 (\$ million real)



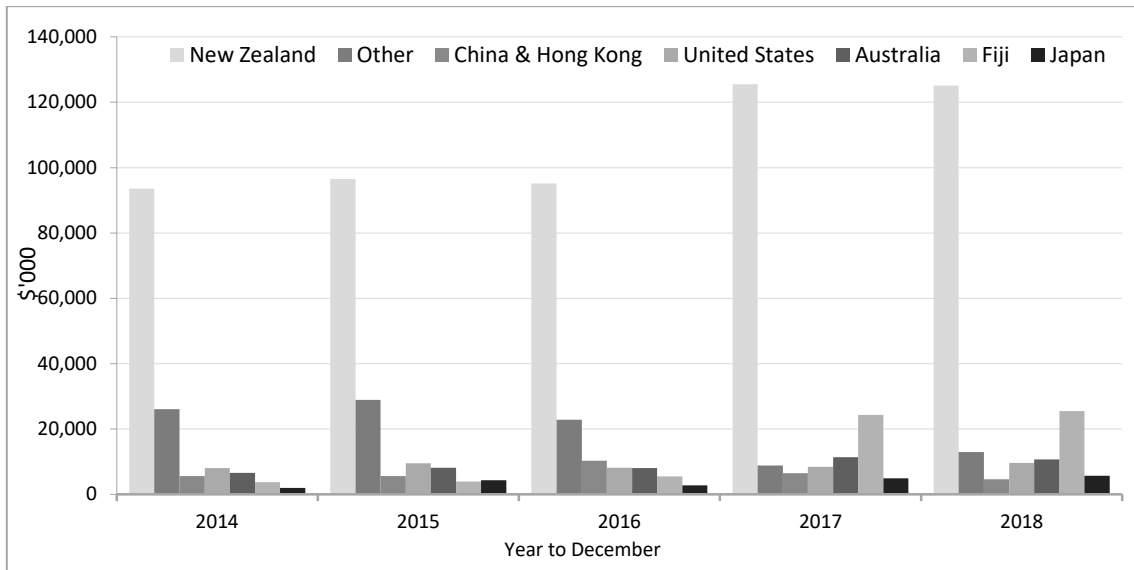
5.9 Goods imports and exports

5.9.1 Goods imports

Due to the size and geography of the Cook Islands, the country is highly reliant on the import of goods.

In the year to December 2018, the total value of imports into the Cook Islands rose by 2.2 per cent from \$190 million to \$194 million, the vast majority from New Zealand (see Figure 5-35). The primary driver of the increase was minerals and fuels, beverages and tobacco and crude materials, which more than offset falls in machines and transport, basic manufactures and food and live animals.

Figure 5-35 Import value by country of origin, year to December (\$'000)



Looking forward, import growth is expected to moderate further from 2019/20, averaging about 2.3 per cent per year, for two reasons (see Figure 5-36). The first relates to the maturation of the current large capital projects, which will further reduce the importation of machines, transport and equipment. The second is the expected slowdown in the growth of tourism arrivals which should drive lower growth in the importation of food.

Figure 5-36 Value of total goods imports, quarterly, 2007 to 2023 (\$'000)

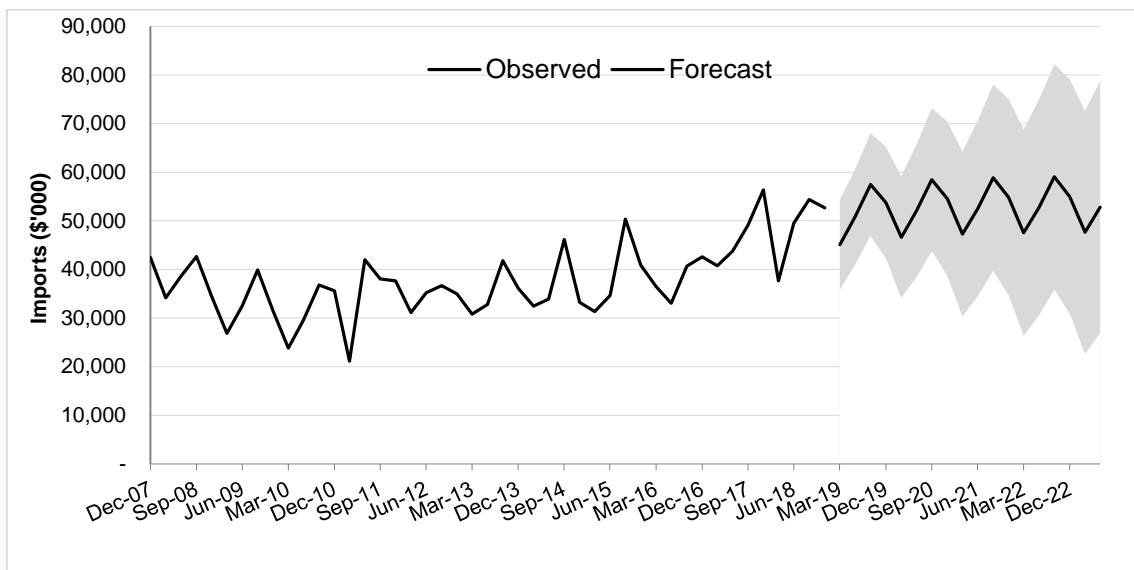
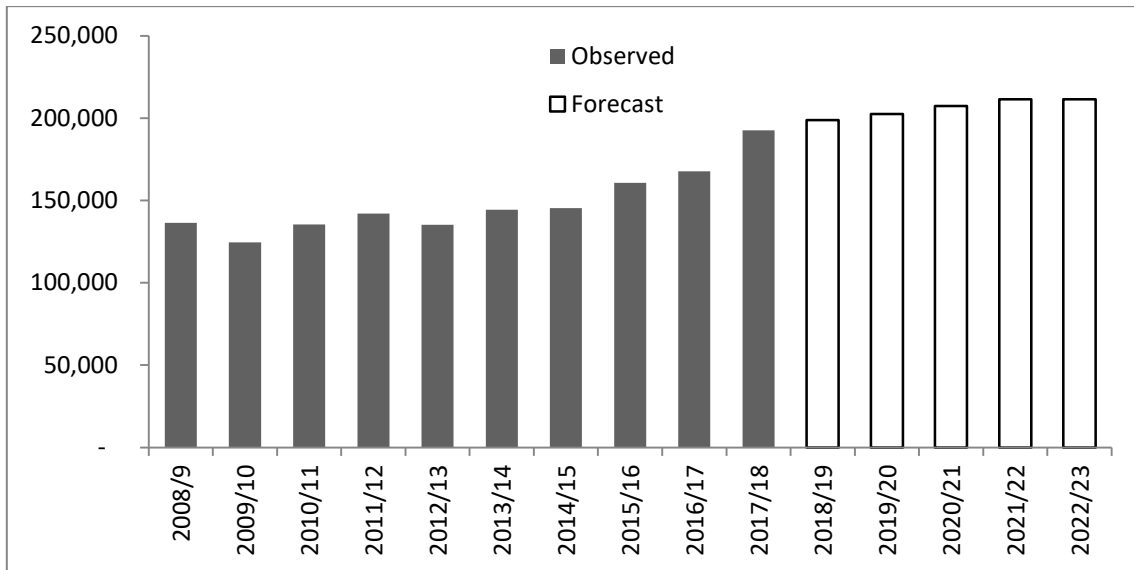


Figure 5-37 shows the projected annual value of total goods imports over the forward budget period.

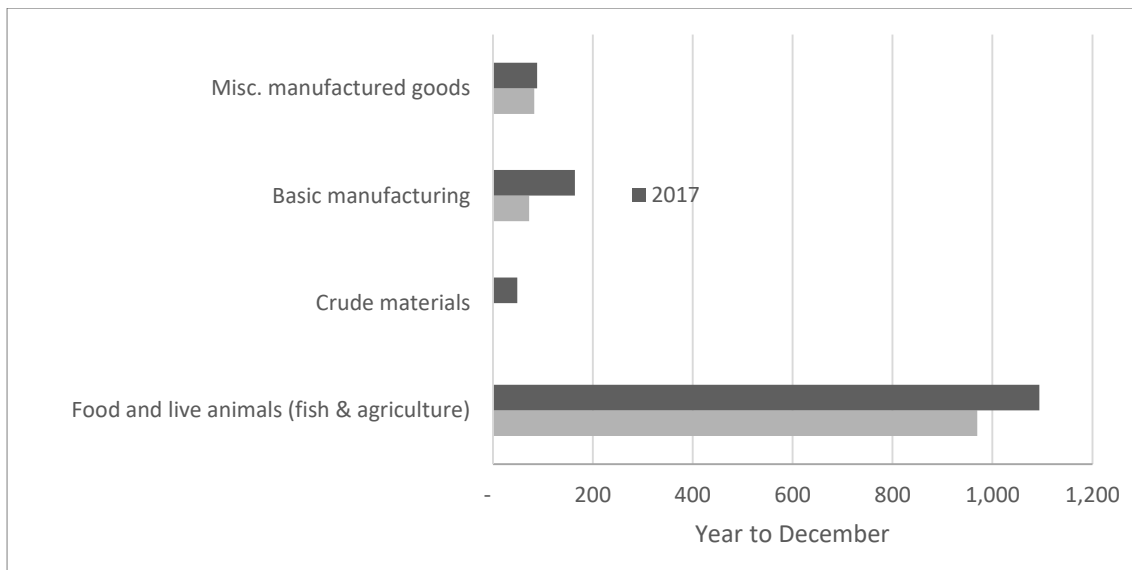
Figure 5-37 Value of total imports, annual, 2008/09 to 2022/23 (\$'000)



5.9.2 Goods exports

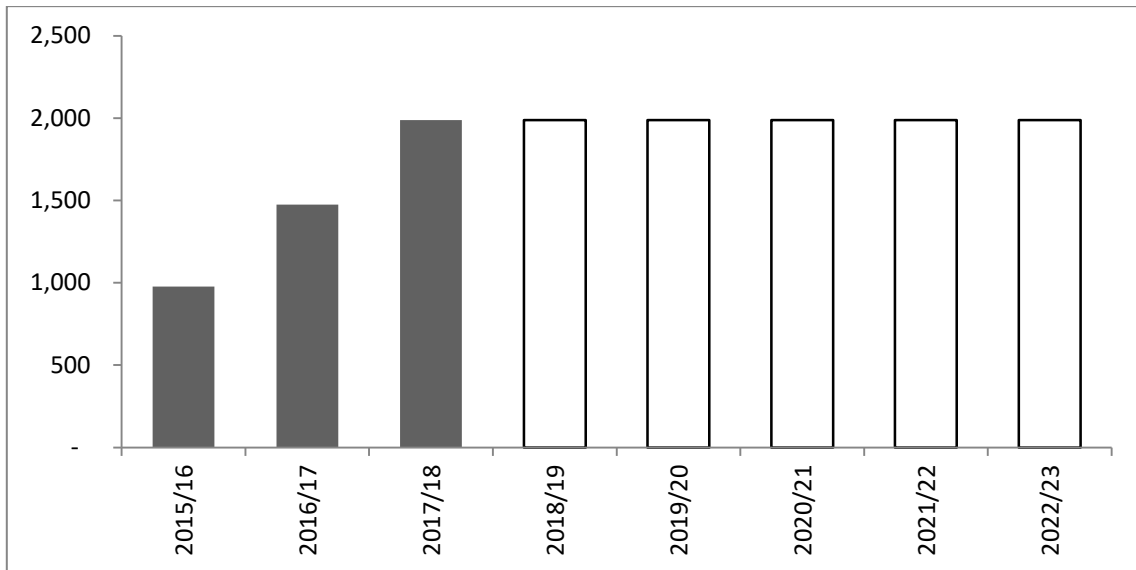
Total goods exports fell in the year to December 2018 by 18.5 per cent to \$1.1 million. This fall is largely attributed a decline of 11 per cent in the export value of food and live animals and a drop in basic manufacturing export value by 56 per cent (see Figure 5-38).

Figure 5-38 Major goods exports, 2017 to 2018 (\$'000)



Looking forward, the value of goods exports is expected to remain steady, as shown in Figure 5-39.

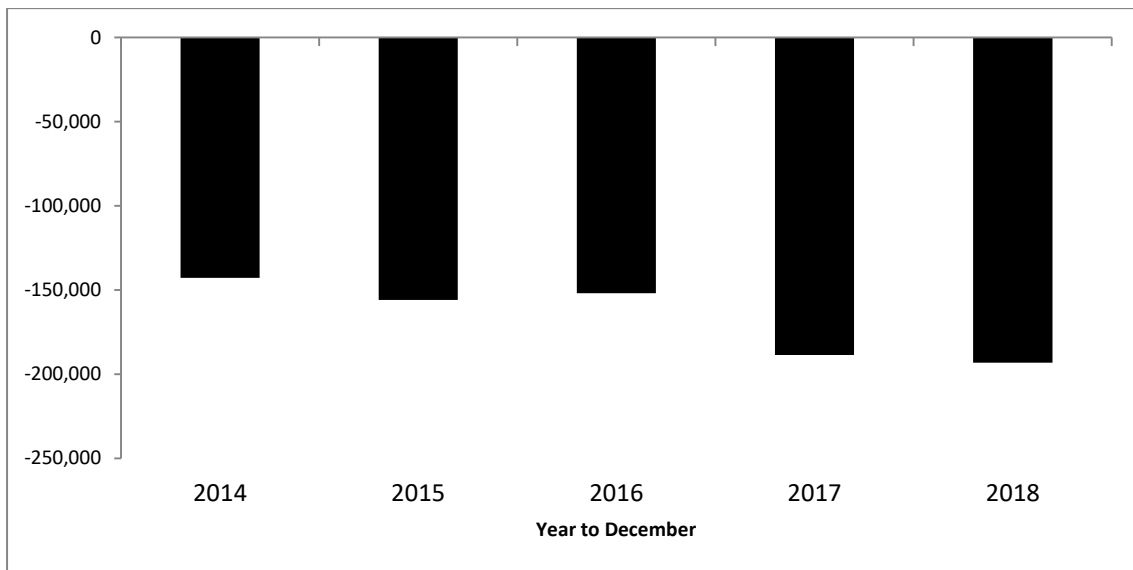
Figure 5-39 Total goods exports 2015/16 to 2022/23 (\$'000)



5.9.3 Merchandise balance of trade

As a result of the positive growth in imports and fall in exports, a negative merchandise balance of \$193.1 million is estimated for the year to December 2018, an increase from the negative \$188.6 million in 2017 (see Figure 5-40)

Figure 5-40 Merchandise balance of trade, 2014 to 2018 (\$'000)

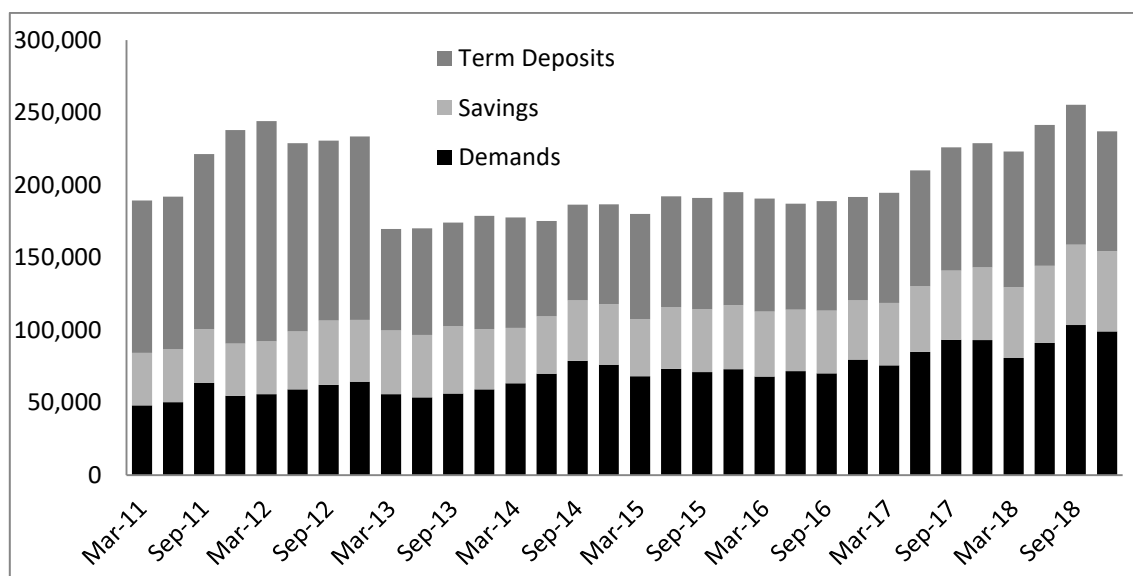


5.10 Banking and finance

5.10.1 Deposits

Total deposits in Cook Islands banks in December 2018 when compared to December 2017 rose by 4 per cent from \$228.3 million to \$237.1 million. The key driver of this increase, about 71 per cent, was a steep rise in demand deposits, from \$93.2 million to \$99.1 million. In contrast, term deposits fell by 3 per cent over this period.

Figure 5-41 Total value of bank deposits, March 2011 to December 2018 (\$'000)

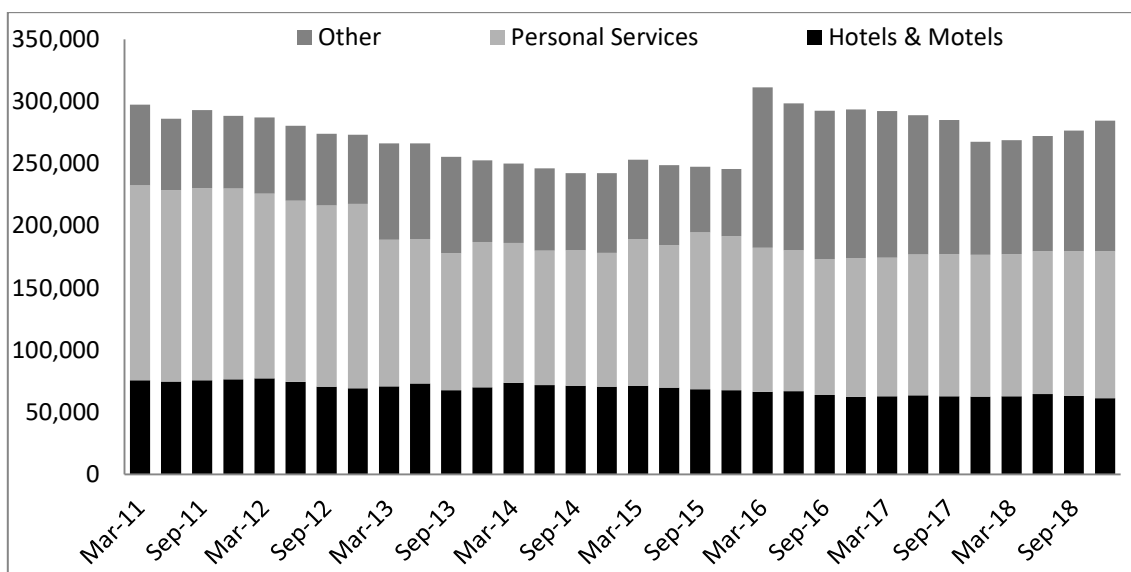


5.10.2 Loans

Lending by Cook Islands banks is dominated by loans to the Personal services, Hotel and motels and Finance and business industry sectors. In December 2018, these sectors accounted for 42, 22 and 16 per cent of the total loan portfolio, respectively.

Total lending by Cook Islands banks in December 2018, when compared to December 2017, rose by 6 per cent from \$267.5 million to \$284.5 million (see Figure 5-42). Agriculture and fishing, Transport and communications, Finance and business and Personal services categories all recorded increases, with Wholesale and retail trade and, Hotels and motels and Public administration recording decreases. Wholesale and retail trade loans fell by 22 per cent from \$12.2 million in December 2017 to \$9.5 million a year later.

Figure 5-42 Total value of bank loans, March 2011 to December 2018 (\$'000)



5.11 Financial services industry

5.11.1 The industry

The Financial Services Development Authority (FSDA) was established in 2009 pursuant to the *Financial Services Development Act 2009*. It is a Cook Islands Government agency tasked with encouraging promoting and developing the Cook Islands financial services industry. The financial services industry, by statutory definition, includes those Cook Islands businesses licensed to carry on banking, insurance and trustee company business, both domestically and internationally.

The financial services industry currently accounts for approximately 5 per cent of total employment in the Cook Islands.

In light of the global push for international standards on transparency and exchange of financial information and the fight against financial crimes such as money laundering and tax evasion, the financial services industry has faced and dealt with many challenges to meet those standards whilst remaining competitive and productive. The Cook Islands has clearly demonstrated its commitment to meeting its international obligations.

The Cook Islands is a member of the OECD’s Global Forum on Transparency and Exchange of Information for Tax Purposes. In 2015 the Forum’s Phase 2 Peer review rated the Cook Islands as “largely compliant”, a very positive result for the Cook Islands. The next Global Forum Peer review is scheduled for the second half of 2019.

The Cook Islands has passed laws to ensure its financial institutions comply with the OECD’s Common Reporting Standard requiring the automatic exchange of an individual’s financial information with the country where that individual is tax resident. Similarly, the Cook Islands has passed laws specifically requiring that financial institutions provide the United States (US) Internal Revenue Service with financial information held on US taxpayers.

In October 2018, the Financial Action Task Force (FATF) published the Cook Islands second Mutual Evaluation Report (MER), the first being in 2009. The FATF is an inter-governmental body responsible for policy making on international AML/CFT standards. The evaluation process took 18-months. The Cook Islands rated “largely compliant” or above on 38 of the FATF’s 40 recommendations for technical compliance. This has not been surpassed by any other jurisdiction. The Cook Islands also obtained five “substantial” ratings for the effectiveness of its AML/CFT regime. The 2018 MER is a significant achievement for the Cook Islands.

In 2017 the European Union (EU) commenced its good tax governance initiative whereby it assessed over 90 countries against its criteria of transparency, fair taxation and compliance with the OECD’s anti-base erosion and profit shifting measures. The EU assessed the Cook Islands and identified certain areas that it considers amount to preferential and harmful tax regimes. The Cook Islands has been given until the end of 2019 to address these concerns. The international financial services industry, and in particular the business of the licensed trustee companies, will be most affected by the changes required by the EU.

The licensed trustee companies are responsible for the administration of approximately 3,500 entities and trusts registered on the Cook Islands international registers. The registration and renewal fees derived by Government from these entities/trusts in 2019/20 is estimated at \$1.3 million. The growth of these numbers depends on the impact of international regulatory requirements and the licensed trustee companies’ ability to operate efficiently and diversify with innovation. Product development will be essential to growth. The primary market for the services of licensed trustee companies remains the USA, however efforts are being made to develop an Asian market.

5.11.2 Economic contribution

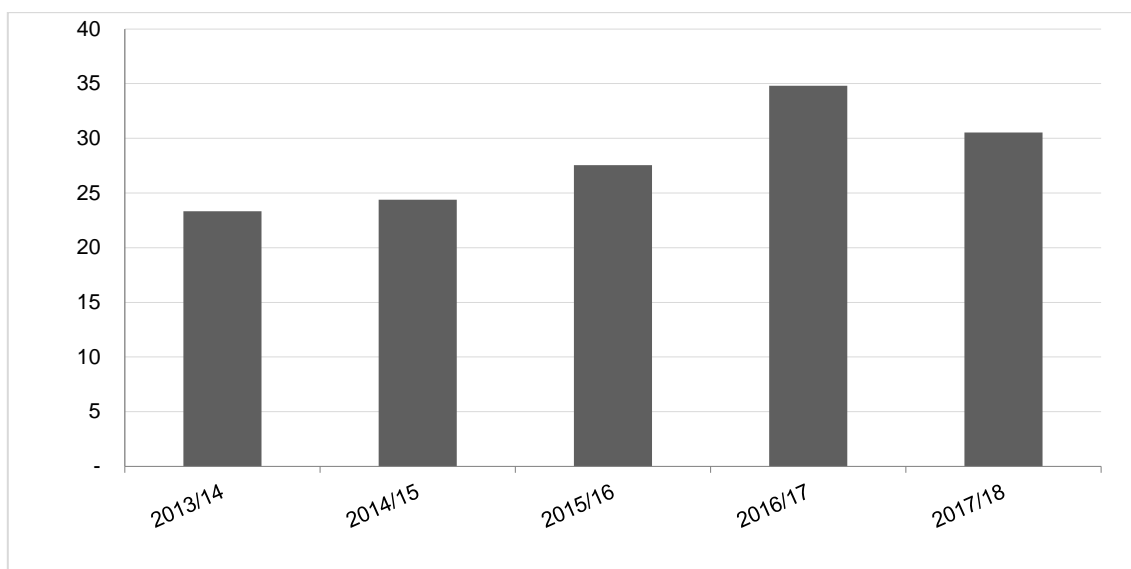
Financial services industry – domestic and international

The financial services industry, which includes trustee companies, banks, insurance companies and money exchangers, employs over 260 staff, accounting for approximately 5.3 per cent of total employment in the Cook Islands.¹²

The Cook Islands Statistics Office identifies the financial services industry as the finance and insurance sector. The finance and insurance sector’s contribution to GDP, shown in Figure 5-43, has fallen from \$34.8 million in 2016/17 to \$30.5 million in 2017/18.

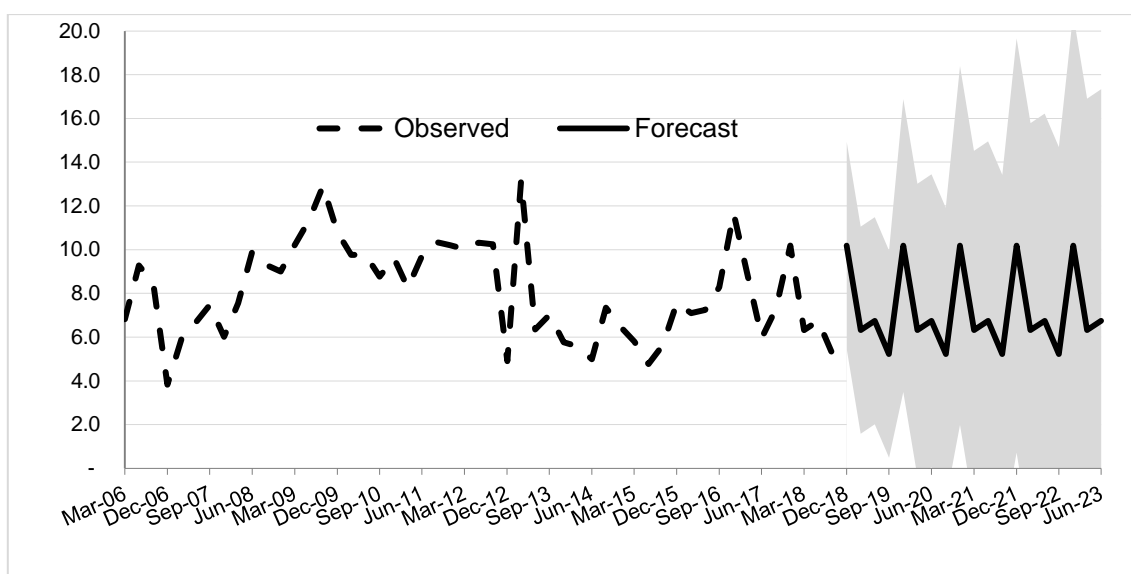
¹² Based on surveys conducted in February 2017 and February 2018 by the Financial Services Development Authority. The employment rate is estimated using the number of active Cook Islands National Superannuation Fund members as a proxy for total employees in the Cook Islands, which was 4,906 as at March 2018.

Figure 5-43 Finance and insurance contribution to real GDP, 2013/14 to 2017/18 (\$'000)



Going forward, the steady state medium-term forecast for the finance and insurance sector is shown in Figure 5-29.

Figure 5-44 Finance and insurance sector forecast, 2006 to 2023 (\$ million real)



International component

In November 2018, MFEM requested technical assistance from the International Monetary Fund's (IMF) Pacific Financial Technical Assistance Centre (PFTAC) to estimate the economic and revenue contributions of the international financial services industry in the Cook Islands.¹³ The IMF report defined the international financial services industry as the activities of the eight licensed trustee companies, the ship registry, the Financial Supervisory Commission, the FSDA and the one Cook Islands licensed bank that carries on business in the international financial services sector.

¹³ IMF (2019). Cook Islands International Financial Services Industry. Iris Claus, PFTAC Technical Assistance Report, April 2019 (forthcoming).

The IMF report measured both the direct contribution of the international financial services industry to Cook Islands Gross Domestic Product (GDP) and the indirect contribution through two channels: the goods and services that the industry purchases from other suppliers; and through the business that the international financial services providers create for other sectors of the economy, including banking services, captive insurance, and business travel.

The report estimated that between 2010 and 2017 the total, direct and indirect, contribution to GDP of the international financial services industry has fluctuated between 3.8 and 4.8 per cent. The direct contribution has increased from \$12.5 million in 2010 to \$14.9 million in 2017, while the indirect contribution has remained flat, averaging around \$3.5 million per year. The indirect contribution has remained unchanged because purchases of production inputs from other businesses in the Cook Islands have been falling.

6 Government Financial Statistics Statement

The Government Financial Statistics (GFS) Operating Statement reflects the financial performance of Government and discusses general trends and revisions of forecasts for operating revenues, operating expenditures and the resultant operating balance.

Table 6-1 GFS Statement

Statement of Government Operations	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
REVENUE	218,837	246,320	221,239	206,885	199,255
Taxes	144,635	151,626	156,384	159,508	162,631
Social contributions	75	75	75	75	75
Grants	22,848	57,489	28,879	14,599	3,836
<i>Current</i>	4,583	10,396	7,724	2,599	1,836
<i>Capital</i>	18,265	47,093	21,154	12,000	2,000
Other revenue	51,279	37,129	35,901	32,703	32,713
EXPENSE	170,394	180,645	181,457	180,512	177,883
Compensation of employees	61,833	69,336	74,226	77,907	78,265
Use of goods and services	52,440	53,653	49,583	45,829	43,109
Depreciation	14,006	13,742	13,742	13,742	13,742
Interest	2,670	2,133	1,906	1,684	1,687
Subsidies	15,691	15,181	15,181	15,181	15,181
Grants	0	0	0	0	0
Social benefits	19,901	21,681	21,888	21,974	22,060
Other expense	3,853	4,919	4,931	4,194	3,839
NET OPERATING BALANCE	48,443	65,675	39,782	26,373	21,372
<i>Plus</i> NON CASH APPROPRIATIONS					
Depreciation	14,006	13,742	13,742	13,742	13,742
CASH SURPLUS/(DEFICIT) FROM OPERATING TRANSACTIONS	62,449	79,416	53,523	40,115	35,114
CASH TRANSACTIONS IN NONFINANCIAL ASSETS					
Net Cash Applied to the Acquisition of Fixed Assets	53,463	87,504	56,694	38,070	27,520
Gross transactions in Non-Financial Assets	67,469	101,245	70,436	51,812	41,262
Less Non Cash Transactions in Non-Financial Assets (Depreciation)	-14,006	-13,742	-13,742	-13,742	-13,742
NET (BORROWING)/LENDING	8,987	-8,087	-3,171	2,045	7,594
CASH APPLIED TO THE NET ACQUISITION OF FINANCIAL ASSETS	4,503	2,303	-6,208	-6,559	-1,399
Domestic Transactions	4,503	2,303	-6,208	-6,559	-1,399
Foreign Transactions	0			0	0
CASH APPLIED TO THE NET INCURRENCE OF LIABILITIES	4,394	-9,968	3,432	8,975	8,943
Domestic Transactions	0	0	0	0	0
Foreign Transactions	4,394	-9,968	3,432	8,975	8,943
NET CASH FINANCING TRANSACTIONS	8,897	-7,665	-2,776	2,416	7,544
<i>Statistical discrepancy</i>	-90	423	394	372	-50

6.1 GFS Net Operating Balance

The GFS net operating balance is the equilibrium of operating revenues less operating expenditure by the Government and its development partners. The GFS net operating balance for 2019/20 is \$65.7 million.

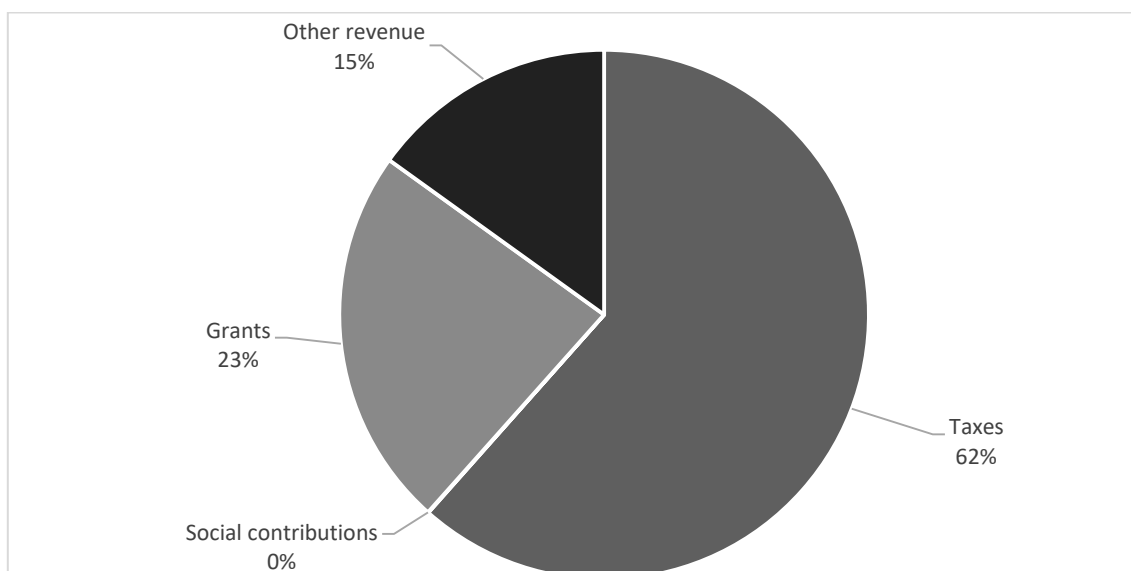
Going forward, changes in expenditure and revenue estimates are predicted to result in a \$39.7 million operating balance in 2020/21, \$26.4 million in 2021/22, and \$21.3 million in 2022/23.

Total net operating balance decreases in the forward years and this is due to Grant and Other Cook Island Government revenue reducing in those years.

6.1.1 GFS operating revenue

As shown in Figure 6-1, operating revenues are made up of taxation receipts (50 per cent in 2019/20), grants from other governments (19 per cent) and other revenues, which include agency trading revenues, interest and dividend receipts (12 per cent). These revenue streams are used to finance the on-going operational expenditure of Government, with surpluses used for investing activities such as infrastructure development projects or accumulated in reserves.

Figure 6-1 GFS operating revenue, 2019/20 (percentage)



GFS Operating revenues in 19/20 were estimated total \$245 million, of which \$154 million is expected to be collected in taxes alone.

In 2020/21, operating revenue is expected to reach \$220 million, with tax revenue estimated to be \$156 million. The estimated decrease in operating revenues from 2019/20 is due to a decrease in foreign grant revenues.

6.1.2 GFS Operating Expenditure

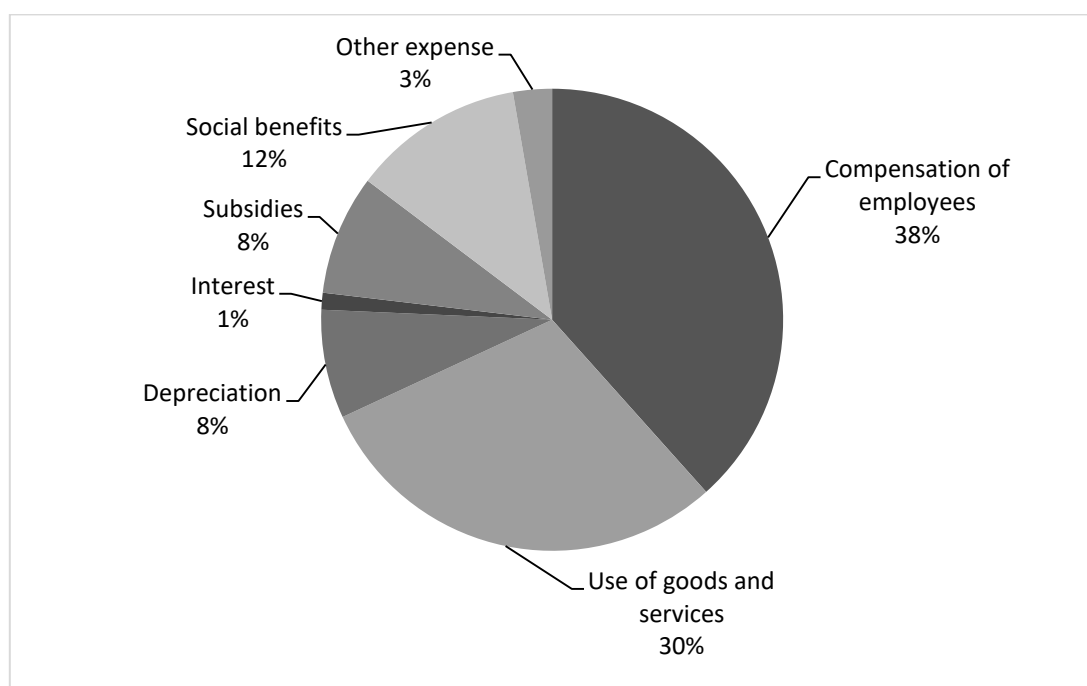
Total gross operating expenditure is estimated to come in at \$181.4 million in 2019/20. After excluding the expenditure of ODA funds of \$10.0 million, Crown operating expenditure is anticipated to be \$171.0 million in 2019/20, an increase of \$6.4 million compared to the 2018/19. Expenditure will remain constant over the medium term before dropping back to \$178.6 million in 2022/23. This is the result of short term funding coming to an end.

Table 6-2 Total GFS expenditure from 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Compensation of employees	61,833	69,336	74,226	77,907	78,265
Use of goods and services	52,440	53,653	49,583	45,829	43,109
Depreciation	14,006	13,742	13,742	13,742	13,742
Interest	2,670	2,133	1,906	1,684	1,687
Subsidies	15,691	15,181	15,181	15,181	15,181
Grants	0	0	0	0	0
Social benefits	19,901	21,681	21,888	21,974	22,060
Other expense	3,853	4,919	4,931	4,194	3,839
Gross Expenditure	170,394	180,645	181,457	180,512	177,883
Less Current ODA	4,583	10,396	7,724	2,599	1,836
Underlying Expenditure	165,812	170,249	173,733	177,913	176,047

As shown in Figure 6-2, operating expenditure is made up of compensation of employees (38 per cent in 2019/20), use of goods and services (30 per cent), social benefits (12 per cent), subsidies (8 per cent), depreciation (8 per cent), other expenses (1 per cent), and interest expenses (1 per cent).

Figure 6-2 GFS operating expenditure, 2019/20 (percentage)



Compensation to Employees

Expenditure on compensation of employees is estimated to be \$74.5 million in 2019/20, a \$7.6 million increase from the estimated 2018/19 level of \$61.8 million.

Use of Goods and Services

An estimated \$54.3 million is estimated to be spent on the use of goods and services in 2019/20, which represents an increase of \$2.1 million from the estimated outcome for 2018/19. Use of goods and services is expected to decrease slightly over the forward estimates, this is in part due to the expected decline in the receipt of foreign aid funds for operating activities.

Consumption of Fixed Capital

Total depreciation for 2019/20 is estimated to be \$13.7 million, an increase of \$0.3 million on the 2018/19 actuals. This is mainly driven by technical adjustments made to Agency depreciation baselines.

Debt Servicing Payments

Debt interest contributions to the Loan Repayment Fund (LRF) are estimated to be \$2.1 million in 2019/20, a decrease of \$0.5 million in 2018/19 due to changes in exchange rates. As the current stock of debt is expected to decline over the forward years, the level of interest expense on the current debt stock also declines.

Readers should refer to the Debt chapter for more information; it also includes the estimated movements in the LRF over the next four years.

6.2 GFS Non-Operating Items

Cash Transactions in Non-Financial Assets outlines the transactions relating to capital, more details are outlined in the Capital Chapter. This spending includes public works, purchase of plant and equipment and investments in ICT by both the Crown and foreign donors.

Total purchases of non-financial assets (excluding depreciation) is estimated to rise to \$87.5 million in 2019/20. This reduces in the forward years as large projects are appropriated over multiple years instead of appropriating the full cost in one year.

6.2.1 Net Borrowing / Lending and Cash Financing Transactions

The Net Borrowing/Lending Requirement outlines the amount of financing required to fund both operating and capital balances, with these funds being sourced from either assets (predominantly accumulated cash reserves) or liabilities (predominantly loan finance).

The net borrowing requirement is \$7.3 million in 2019/20, serviced by a combination of cash and debt financing. The net borrowing requirement increases over the forward period as loans are drawn down, such as for the Manatua Submarine Cable.

There are some smaller movements not captured in the GFS schedules, with most of these relating to the classification of reserves in the financial schedules. Most of the statistical discrepancy shown in the GFS Operating Statement relates to timing issues between when projects are executed and when their funding is received into the Crown account. The sum of the statistical discrepancy across the years shown is not considered to be significant.

6.3 Classification of Functions of Government (COFOG)

The Classification of the Functions of Government (COFOG) classifies Government expenditure data by the purpose for which the funds are used. This standard classification allows for comparisons on functional expenditure across different jurisdictions

The COFOG has 10 main functions at the highest level and 69 functions at the second (sub-functional) level. Table 6-3 classifies the Budget to the sub-functional level for both Cook Islands Government spending and ODA.

Table 6-3 Classification of Functions of Cook Island Government 2019/20 Budget

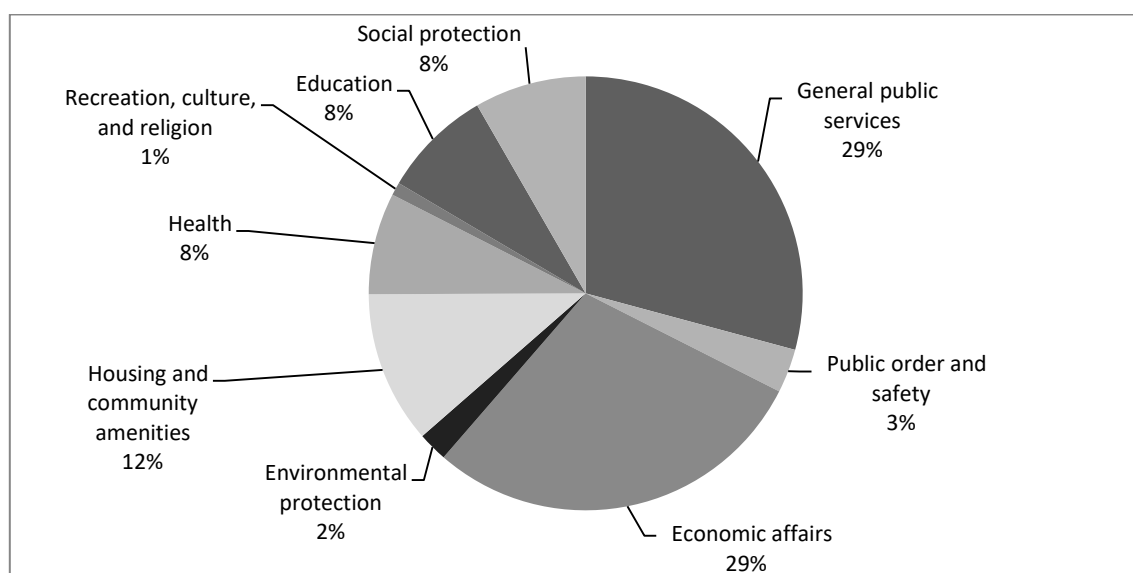
(\$'000's)

Function of Government	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Cook Islands Government (CIG) Expenditure					
General public services	41,701	40,874	43,259	49,967	49,492
Executive and legislative organs, financial and fiscal affairs, external affairs	29,269	29,744	32,792	39,043	39,293
General services	8,909	8,311	7,911	8,582	7,832
R&D General public services	0	26	26	26	26
General public services	853	659	622	632	654
Public debt transactions	2,670	2,133	1,906	1,684	1,687
Public order and safety	8,804	8,954	8,875	8,761	8,945
Police services	5,009	5,445	5,575	5,425	5,425
Law courts	3,166	3,135	2,889	2,923	3,089
Prisons	629	374	410	412	431
Economic affairs	50,044	66,633	63,688	55,116	56,093
General economic, commercial, and labor affairs	8,614	8,961	8,923	8,948	8,923
Agriculture, forestry, fishing, and hunting	3,635	3,913	4,286	4,348	4,349
Fuel and energy	4,704	2,124	1,645	1,645	1,645
Mining, manufacturing, and construction	1,164	9,465	7,896	307	307
Transport	21,524	31,549	30,318	29,532	30,532
Communication	392	783	783	383	383
Tourism	9,466	9,330	9,330	9,445	9,445
R&D Economic affairs n.e.c.	426	379	379	379	379
Economic affairs n.e.c.	120	128	128	128	128
Environmental protection	2,080	3,561	3,557	3,557	3,557
Waste management	672	796	846	846	846
Waster water management	60	1,000	1,000	1,000	1,000
Protection of biodiversity and landscape	82	182	222	222	222
Environmental protection n.e.c.	1,266	1,583	1,488	1,488	1,488
Housing and community amenities	34,265	24,883	20,439	13,816	12,462
Community development	1,200	3,100	3,100	1,600	600
Water supply	24,546	13,049	8,330	3,205	2,850
Housing and community amenities n.e.c.	8,519	8,734	9,009	9,011	9,012
Health	17,156	18,485	21,490	20,090	19,990
Medical products, appliances, and equipment	1,001	595	1,795	595	495
Outpatient services	1,770	1,989	2,531	2,531	2,531
Hospital services	12	1,791	1,252	1,052	1,052
Health n.e.c.	14,372	14,110	15,912	15,912	15,912
Recreation, culture, and religion	4,713	2,149	2,250	4,273	2,273
Recreational and sporting services	98	173	79	79	79
Cultural services	4,615	1,977	2,172	4,195	2,195
Education	20,088	20,630	20,779	23,165	23,225
Pre-primary and primary education	2,230	2,753	2,743	2,743	2,743
Secondary education	710	0	0	0	0
Tertiary education	1,864	2,077	2,157	2,157	2,157
Education n.e.c.	15,284	15,799	15,879	18,266	18,326
Social protection	20,899	22,847	23,094	23,195	23,286
Sickness and disability	575	575	576	577	578
Old age	12,170	12,931	13,017	13,102	13,186
Family and children	5,860	6,879	6,879	6,879	6,879
Housing	79	79	79	79	79
Social exclusion n.e.c.	14	36	43	43	43

Social protection n.e.c.	2,202	2,347	2,500	2,514	2,520
Total CIG Expenditure	199,751	209,016	207,430	201,940	199,324
General public services	16,576	39,193	31,263	19,655	9,336
Economic affairs	1,813	12,639	1,188	475	30
Environmental protection	101	2,493	1,420	0	0
Housing and community amenities	9,266	6,272	200	200	200
Health	0	2,290	2,000	2,000	2,000
Recreation, culture, and religion	401	506	0	0	0
Education	243	1,827	538	0	0
Social protection	3,531	0	0	0	0
Total ODA Expenditure	31,931	65,220	36,609	22,329	11,567
TOTAL PUBLIC EXPENDITURE	231,683	274,236	244,039	224,269	210,890

Figure 6-3 classifies the combined Cook Islands Government and ODA spending in the 2019/20 Budget at the 10 main functional levels.

Figure 6-3 Classification of Functions of Cook Island Government 2019/20 Budget



General public services is now the equal largest area of public expenditure at 29 per cent of total public spending, with the Cook Islands Government administration costs being the main driver.

Economic affairs accounts for another 29 per cent of the total spending, driven by tourism spending through the Cook Islands Government appropriation, and energy infrastructure in the ODA spend.

Housing and community amenities (which includes general community infrastructure) is the third largest area of spending at 12 per cent.

7 Revenue

7.1 Total revenue

Total Crown Revenue (including ODA) is estimated to reach \$246.3 million in 2019/20. This is comprised of:

- Taxation revenue of \$151.6 million
- Other revenues of \$24.5 million
- Core Sector Support from New Zealand: \$7.7 million
- Official Development Assistance (ODA): \$57.5 million

Table 7-1 provides total revenue amounts (including ODA) for the forward years to 2022/23.

Table 7-1 Total Crown Revenue 2019/20 to 2022/23 (\$'000)

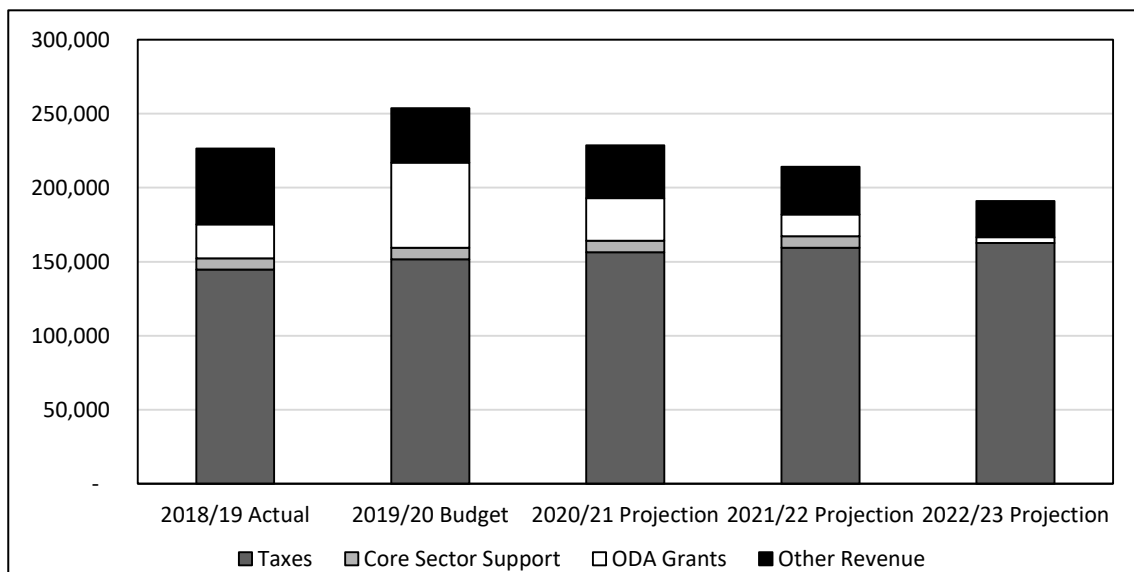
	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Taxes	144,635	151,626	156,384	159,508	162,631
Core Sector Support	7,730	7,730	7,730	7,730	7,730
ODA Grants	22,848	57,489	28,879	14,599	3,836
Other Revenue*	51,349	29,473	28,245	25,027	25,037
Total Operating Revenue	226,563	246,318	221,238	206,864	199,234

* Other Revenue includes trading revenue

As illustrated in Table 7-1, the largest contributor to total Crown revenue in 2019/20 and the outer years is general taxation, which makes up 60 percent of total revenue. This is followed closely by Official Development Assistance grants which are a significant, but declining source of revenue.

Remaining revenue is from sources such as the sales of goods and services, such as fishing licences, dividends from SOE's, fines and interest on deposits held by Government.

Figure 7-1 Total Crown Revenue 2019/20 to 2022/23



7.2 Revenue Initiatives for the 2019/20 – 2022/23 medium-term

Changes in the estimates of underlying revenue are made up of two types, parameter adjustments and policy decisions. Parameter adjustments result from factors outside of the immediate control of the Government, whereas policy decisions reflect the direct impact of the Government's decisions. The Government has not made any revenue policy decisions in the 2019/20 – 2022/23 medium-term budget, as such, Table 7.2 only shows the parameter adjustments to revenue for 2019/20 and the forward years.

Table 7-2 Changes to Revenue Estimates 2019/20 – 2022/23 (\$'000)

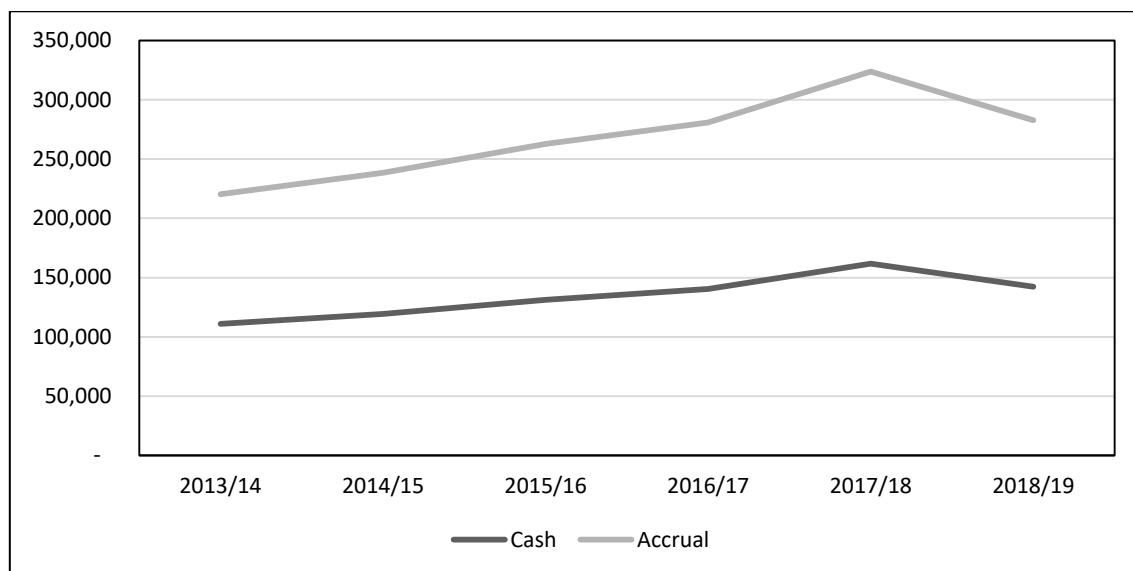
Reconciliation of Operating Revenue	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Tax Parameter Adjustments	(2,656)	(3,717)	(6,125)	(3,002)
Value Added Tax (VAT)	354	(819)	(3,102)	(1,703)
Income tax	(1,316)	(1,067)	(1,055)	(819)
Company tax	(1,678)	(1,786)	(1,894)	(1,344)
Import levies	311	325	340	442
Withholding tax	(457)	(510)	(561)	(417)
Departure tax	130	139	147	839
ROBOC Adjustments	2,875	1,573	(2,626)	(2,616)
FSC Return of Excess	55	55	55	55
Fishing Licences	1,531	904	(3,355)	(3,305)
Fisheries - US Treaties (purse seine)	555	-	-	-
Fishing Fines	100	-	-	-
Banana Court - dividend	(10)	(10)	(10)	(10)
Te Aponga Uira - dividend	145	145	145	145
Drivers Licences	60	40	100	60
Censorship Fees	(1)	(1)	(1)	(1)
Telecom Cook Island (Bluesky)	350	350	350	350
Immigration Fees	90	90	90	90
Trading Revenue Adjustments	(1,719)	(1,717)	(1,697)	(1,697)
Ministry of Culture	40	40	60	60
BTIB	5	5	5	5
ICI	(16)	(16)	(16)	(16)
Ministry of Justice	(150)	(150)	(150)	(150)
Ministry of Corrective Services	100	100	100	100
CIIC	(1,702)	(1,702)	(1,702)	(1,702)
Manihiki Island Government	1	1	1	1
Mitiaro Island Government	2	2	2	2
Rakahanga Island Government	1	3	3	3
Total Revenue Changes	(1,501)	(3,862)	(10,448)	(7,315)

7.3 Taxes

Taxes are classified either as direct or indirect taxation. Direct taxation reflects taxes which are imposed directly on the individual, household, property or business, for example, income taxation. Indirect taxes are normally imposed through an indirect method, usually through a transaction, for example, the value-added tax (VAT).

Taxation revenues in the Cook Islands are currently accounted for on a cash basis. Figure 7-2 shows the difference between the cash actuals being reported and the total taxation being accrued to each year, as at May 2019. This shows that forecasting revenue using the reported cash figures does not adequately take into account historical taxation revenue, affecting the quality of the revenue forecasts.

Figure 7-2 Historical total tax revenue, accrued vs cash, 2013/14 to 2018/19 (\$'000)



7.3.1 Direct taxation

Direct taxation, which includes company tax, income tax and withholding tax, is estimated to be \$48.9 million in 2018/19. Revenue for the last quarter of 2018/19 is expected to be received in the subsequent financial year, and will be accrued back to the 2018/19 period. Going forward taxation is expected to increase by 3.3 percent in the year to 2019/20, from 2018/19 to approximately \$52.1 million, however, this will be followed by a slow but steady increase to \$53.3 million in 2020/21, \$54.3 million in 2021/22 and \$55.2 million respectively.

Income tax is expected to remain steady at \$27.7 million in 2019/20, as growth in income tax is expected to be relatively moderate as due to it closely mirroring the projected activity in the real economy and the wind-down of repayments organized under the tax amnesty.

Company tax is expected to total up to \$22.1 million in 2019/20, representing a slight increase of \$2.5 million from the \$19.6 million estimated in 2018/19 which has been estimated at \$19.6 million. Company taxes are expected to steadily increase as economic growth continues.

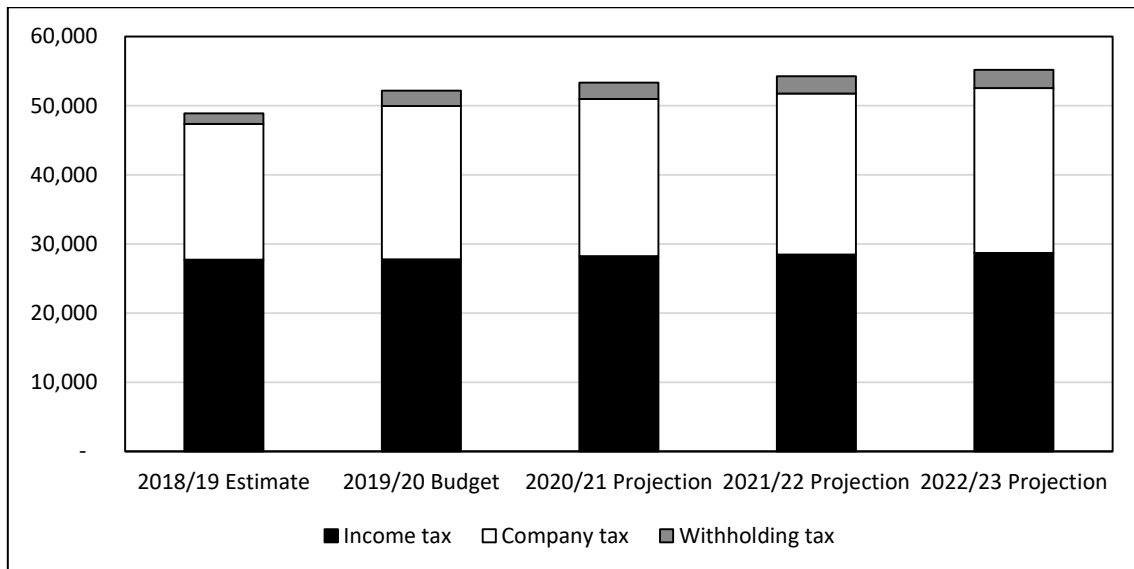
Withholding tax is forecast to be \$2.2 million in 2019/20, representing a slight increase of \$0.7 million from the estimated revenue for 2018/19. Due to the high volatility of withholding tax, the forward year estimates have been reported at conservative levels with 2020/21 being estimated at \$2.3 million followed by \$2.5 million in 2021/22 and \$2.6 million in 2022/23.

Table 7-3 Total direct taxation 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Income tax	27,724	27,773	28,244	28,479	28,715
Company tax	19,664	22,170	22,720	23,270	23,820
Withholding tax	1,518	2,247	2,391	2,536	2,680
Total Direct Taxation	48,907	52,190	53,355	54,285	55,215

As can be seen in Figure 7.4, income tax contributes to the majority of direct taxation revenue in 2018/19, amounting to 57 per cent of the total in 2018/19. Going forward, it is anticipated that income tax collections will decrease in 2019/20 to 53 per cent and stabilise over the forward years. It is expected that company tax will increase its contribution to direct taxation over the forward years from 40 per cent to 43 per cent.

Figure 7-3 Total Direct Taxation 2018/19 2022/23



7.3.2 Indirect taxation

Indirect taxation, which includes VAT, departure tax, import levies, motor vehicle registrations, motor vehicle dealers and fisheries revenues, is expected to decrease by 6.8 percent in 2019/20 compared to the estimated revenues for 2018/19. Indirect taxation is anticipated to increase over the forwards at a relatively steady rate.

As a result of strong economic growth in recent years, VAT in 2019/20 is estimated to remain as forecasted at the time of the 2018/19 Budget totaling to \$72.8 million, followed by further increase in revenue collections of \$75.5 million for 2020/21, \$76.9 million for 2021/22 and \$78.4 million in 2022/23. This is following revenue estimates of \$69.6 million in 2018/19. Departure tax is estimated to be \$12.1 million in 2019/20, representing an increase of \$0.2 million on the \$11.9 million estimated at the time of the 2018/19 Budget. Going forward revenue collections for 2020/21 to 2022/23 is estimated to be \$12.8 million, \$13.5 million and \$14.2 million respectively as a result of the 2 percent increase to departure taxes and mild growth in tourism arrivals.

Import and excise-equivalent duties are estimated at \$14.6 million in 2019/20. This is forecast to steadily increase from 2020/21 to 2022/23.

Motor vehicle registrations are estimated to be \$875,000 in 2019/20 and over the forward years, representing no change on the estimates provided at the time of the 2018/19 Budget.

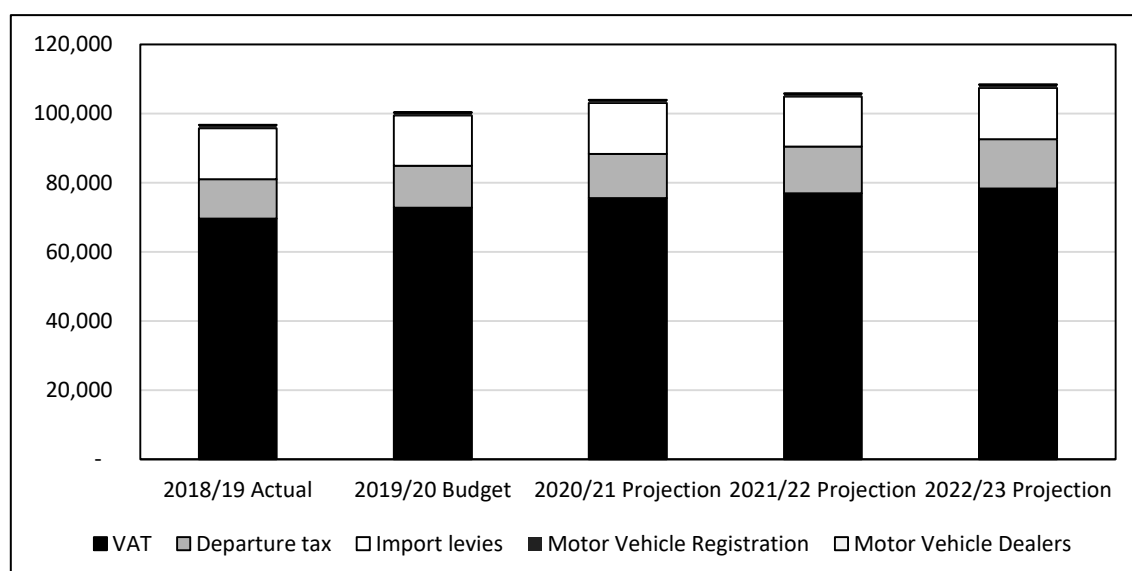
Fisheries revenue is estimated to be \$14.7 million in 2019/20, representing an increase in estimated fishing revenue collections of \$1.4 million. This is largely due to the expected increase in fishing licenses and increased benefits from the US Treaty for purse seine fishing. Estimates of fishing revenue in 2018/19 are \$26.8 million due to higher than anticipated fishing license purchases.

Table 7-4 Total indirect taxation 2018/19 to 2022/23(\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
VAT	69,592	72,759	75,557	76,957	78,356
Departure tax	11,405	12,120	12,813	13,505	14,197
Import levies	14,732	14,557	14,659	14,421	14,863
Motor Vehicle Registration	963	875	875	875	875
Motor Vehicle Dealers	3	3	3	3	3
Fisheries Revenue	26,755	14,690	13,409	10,150	10,200
<i>Fisheries - US Treaties</i>	6,321	5,059	4,505	1,200	1,200
<i>Fishing Fines</i>	2,680	100	-	-	-
<i>Fishing Licences</i>	17,755	9,531	8,904	8,950	9,000
Total Indirect Taxation	123,450	115,004	117,316	115,911	118,494

Figure 7-4 highlights the large contribution that VAT makes to indirect taxation, comprising 56.4 per cent of collections in 2018/19. In 2019/20, this is expected to increase to 64.4 per cent and stabilize over the forward years around to 66 per cent.

Figure 7-4 Total Indirect Taxation 2018/19 to 2022/23



7.3.3 Social contributions

Social contributions are receipts from either employers (on behalf of their employees) or from employees (directly) that secures entitlements to social benefits for the contributors, their dependents, or their survivors, in the case of workplace liability. The contributions may be compulsory or voluntary. The revenue classified under this category is the Employers Liability Insurance.

Employer liability is estimated to be \$75,000 in 2019/20 and the forward years, representing no change to estimates provided in the 2018/19 budget.

Table 7-5 Social contributions 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Employer Liabilities Insurance	75	75	75	75	75
Total	75	75	75	75	75

7.3.4 Grants

Grants are transfers received from other governments or international organisations, otherwise known as Official Development Assistance (ODA). Further information on ODA funded projects is contained in the Official Development Assistance chapter of this Budget book. In 2019/20, total grants from foreign governments are estimated to reach a total of \$65.2 million. This is estimated to decrease over the forward years as most development partners do not commit development assistant budgets more than two to three years in advance.

Table 7-6 Grants 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Current Grants from Foreign Governments	12,313	18,126	15,454	10,329	1,836
Capital Grants from Foreign Governments	18,265	47,093	21,154	12,000	2,000
Total	30,578	65,219	36,608	22,329	3,836

7.3.5 Interest

Interest received is estimated to reach \$2.6 million in 2019/20 and the forward years, largely unchanged from the estimated outcome of the 2018/19 Budget.

Table 7-7 Total interest 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Interest on Government deposits	2,519	1,740	1,740	1,740	1,740
Interest on Loans and Subsidiaries	518	830	830	830	830
Total	3,037	2,570	2,570	2,570	2,570

7.3.6 Dividends

Total dividends received by the Crown are estimated to reach \$2.40 million in 2019/20, and increase from 2020/21 to 2022/23 to \$2.1 million remain steady over the forward estimates. This represents a slight increase in estimates compared to the 2018/19 period, mainly due to an anticipated increase in dividends received by the Bank of the Cook Islands and Te Aponga Uira.

The Ports Authority has indicated that it will not be able to provide any dividends to the Crown over the medium term due to earnings solely being dedicated towards repayment of the ADB loan which funded the upgrade of the Avatiu International Harbour.

The Airport Authority has also indicated that there are no dividends anticipated due to loan commitments and other expenses.

Revenue estimates for dividends received from the Banana Court have been revised to zero from 2019/20 to 2022/23, as it is expected that the land will be given back to the land owners.

The Bank of the Cook Islands estimates will increase in 2019/20 and then remain constant over the 2019/20 – 2022/23 medium term.

The Government's shareholding in Bluesky Cook Islands operations (40 percent ownership) dividend actuals has come in higher than budgeted for the last 3 years. As such, dividend forecasts have been increased to \$1.5 million in 2019/20 and the forward years.

Te Aponga Uira's estimated dividend has increased slightly in 2019/20 and the forward years to a total of \$400,000, representing a \$145,000 increase compared to the 2018/19 estimates.

Table 7-8 Total dividends 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Bluesky	1,600	1,500	1,500	1,500	1,500
Banana Court	10	-	-	-	-
Bank of the Cook Islands	284	410	491	491	491
Te Aponga Uira	255	400	400	400	400
SOE Extraordinary Dividend	60	60	60	60	60
Ports Authority	-	-	-	-	-
Total	2,209	2,370	2,451	2,451	2,451

7.3.7 Administrative Fees

A number of administrative fees are collected by agencies of Government. These include regulatory charges which are returned to the crown and trading revenue which is retained by agencies.

Table 7-9 Administrative fees 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
FSC Return of Excess	103	198	198	198	198
Immigration Fees	1,015	950	950	950	950
IMO Subscriptions - Maritime Cook Islands	66	66	66	66	66
Tattslotto Grants	241	120	120	120	120
Censorship Fees	2	3	3	3	3
Permits	14	24	24	24	24
Driver Licenses	263	260	260	300	260
Research Fees	1	2	2	2	2
Shipping Registration	310	268	268	268	268
International Shipping License	24	10	10	10	10
Liquor Licensing	74	70	70	70	70
Upper Air Management Agreement	763	746	746	746	746
Total Trading Revenue	6,646	4,927	4,929	4,929	4,929
Total	9,518	7,644	7,646	7,686	7,646

Total administrative fees are estimated to be \$7.6 million in 2019/20 and are made up of:

- FSC Return of Excess – Total revenue received for the Return of Excess at FSC is expected to increase to \$198,000 in 2019/20 and the forward years. This is due to the positive USD exchange rates resulting in an anticipated increase in revenues compared to the 2018/19 budget. Estimated revenues received total up to \$103,000 in 2018/19.
- Immigration Fees – Estimates for immigration fees has increased for 2019/20 and the forward years to \$950,000 per financial year. Estimated revenues received have come in higher than anticipated for 2018/19 at \$1 million to April 2019. This is due to immigrations continued efforts of to strengthen the current immigration system resulting in increased collections of outstanding immigration fees. At the same time, the country has experienced an increase in the number of foreign workers.
- Drivers Licence – In 2018/19, estimated revenues are \$263,000, a significant increase in revenues received compared to the \$200,000 budgeted for 2018/19. This is a result of the increase in visitor arrivals, and an increase in sales of warrant of fitness booklets. Going forward, estimates for the Drivers Licence fees have been adjusted to \$260,000 for 2019/20, 2020/21 and 2022/23 however estimates in 2021/22 have been increased to \$300,000 to factor in anticipated revenues to be received as a result of significant inflows of visitors, both international and domestic, to the island for the Constitution Celebrations.
- Permits – Estimated revenues received for 2018/19 total up to \$14,000, significantly lower than that budgeted for in the 2018/19 financial year. The reduction is due to the Police enforcing more control over the distribution and selling of raffles to the wider community. No changes have been made to estimates in 2019/20 and the forward years.
- Tattslotto – Total revenue received for Tattslotto Grants is \$241,000, a significant increase compared to the total budget of \$120,000 for the 2018/19 financial year. Going forward, estimates will remain unchanged for 2019/20 to 2022/23.
- Censorship Fees – Censorship fees have been estimated at \$3,000 from 2019/20 to 2022/23, a reduction of \$1,000 compared to the \$4,000 estimated for 2018/19. The changes in estimates were made to be in line with actuals received in previous years. Estimated actuals for censorship fees totalled up to \$2,000 for the 2018/19 financial year.

- Research Fees – This is estimated to remain constant in 2019/20 and the forward years. Research fees are issued by the Office of the Prime Minister to individuals who wish to conduct any official research on the Cook Islands.
- Shipping Registrations – Estimated revenue actuals for 2018/19 are \$310,000, representing a significant increase in revenue collections compared to the 2018/19 budget. Going forward, estimates will remain unchanged for 2019/20 to 2022/23.
- International Shipping Licenses – \$10,000 is estimated to be received in 2019/20 and the forward years, representing no change from the 2018/19 financial year estimates. Estimated actual revenues received to date for international shipping licenses total to \$24,000, representing an increase in revenues received by an estimated \$14,000 compared to budget. This is due to an unanticipated increase in the distribution of shipping licenses to enable ships to operate within Cook Islands waters.
- Liquor Licenses – \$70,000 in revenue is estimated to be received in 2019/20 to 2022/23, representing no change to revenue estimates from the 2018/19 financial year. Estimates for 2018/19 have been revised to \$74,000, a slight increase compared to the 2018/19 Budget as a result of an increase in the collection of licensing fees.
- Upper Air Management – \$746,000 in revenue is estimated to be received in 2019/20 and the forward years, representing no change to revenue estimates from 2018/19. Estimates for 2018/19 have been revised up to \$763,000.
- Trading revenue provides a means of recovery for operational costs incurred by the Ministry in delivering services, \$4.93 million in revenue is estimated to be received in 2019/20 and the forward years. There are a number of agencies that have increased or decreased their trading revenue estimates over the medium-term. This is shown as follows:
 - Ministry of Culture - \$40,000
 - Business Trade Investment Board - \$4,620
 - Infrastructure Cook Islands - \$(15,626)
 - Ministry of Justice - \$(150,000)
 - Ministry of Corrective Services - \$100,000
 - Cook Islands Investment Corporation - \$(1,702,112)
 - Manihiki Island Government - \$1,499
 - Mitiaro Island Government - \$2,000
 - Rakahanga Island Government - \$2,664

7.3.8 Incidental sales by non-market establishments

In order to maintain the level of Cook Islands coins in circulation, higher amounts need to be produced each year and distributed. As the face value of the coins is greater than the cost to produce them, there is some revenue to the Crown. This is augmented by the sale of commemorative coins. The total amount of coin-related revenue is shown in the table below with constant revenue estimates from 2019/20 to 2022/23.

Table 7-10 Incidental sales by non-market establishments 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Circulating Currency - Notes and Coins	650	650	650	650	650
Numismatic	215	450	450	450	450
Total	865	1,100	1,100	1,100	1,100

7.3.9 Fines, penalties and forfeits

Court service fines are paid by offenders as an enforcement of court orders. Court service fines are estimated to remain at \$50,000 from 2019/20 onwards as projected in the 2018/19 Budget. Estimates of court services fines in 2018/19 are slightly higher than anticipated at \$61,000. This is due to the effective enforcement of court orders, resulting in an increase in the payment of fines by offenders.

Instant fines estimated remain unchanged for 2019/20 and the forward years at a set revenue estimate of \$70,000 and \$40,000 respectively. Estimated actuals for instant fines total up to \$113,000, a significant increase compared to the estimated budget of \$80,000 for 2018/19. This was the result of an increase in road safety campaigns targeting visitors and residents between the ages of 16 to 25 years old.

Table 7-11 Fines, Penalties and forfeits 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Court Services	61	50	50	50	50
Instant Fines	113	70	40	40	40
Total	175	120	90	90	90

7.3.10 Miscellaneous and Unidentified revenue

Foreign Investment fees are for applications from non-Cook Islanders or international firms who wish to purchase shares or start up a business in the Cook Islands. The application for foreign investment is a set fee of \$750. Going forward, foreign investment fees will remain unchanged for 2019/20 to 2022/23 at a set revenue estimate of \$27,000. Estimated revenues received is \$18,000 for the 2018/19 financial year.

Table 7-12 Miscellaneous and Unidentified revenue 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Foreign Investment Fees	18	27	27	27	27
Total	18	27	27	27	27

8 Expenditure

8.1 Operating expenditure

Operating expenditure is estimated to increase significantly over the forward period from 2018/19 to 2022/23 as seen in Figure 8-1. As can be seen, the rise in operating expenses is largely the result of increased expenditure on personnel. This is in line with Government's strategy to invest in the capabilities of Government Agencies to ensure they operate effectively and efficiently. The substantial investments allocated will provide the resources for government agencies to recruit key personnel and positions to deliver their mandate in the context of graduation from Official Development Assistance.

Figure 8-1 Historical and forecast operating expenditure, 2015/16 to 2022/23 (\$'000)

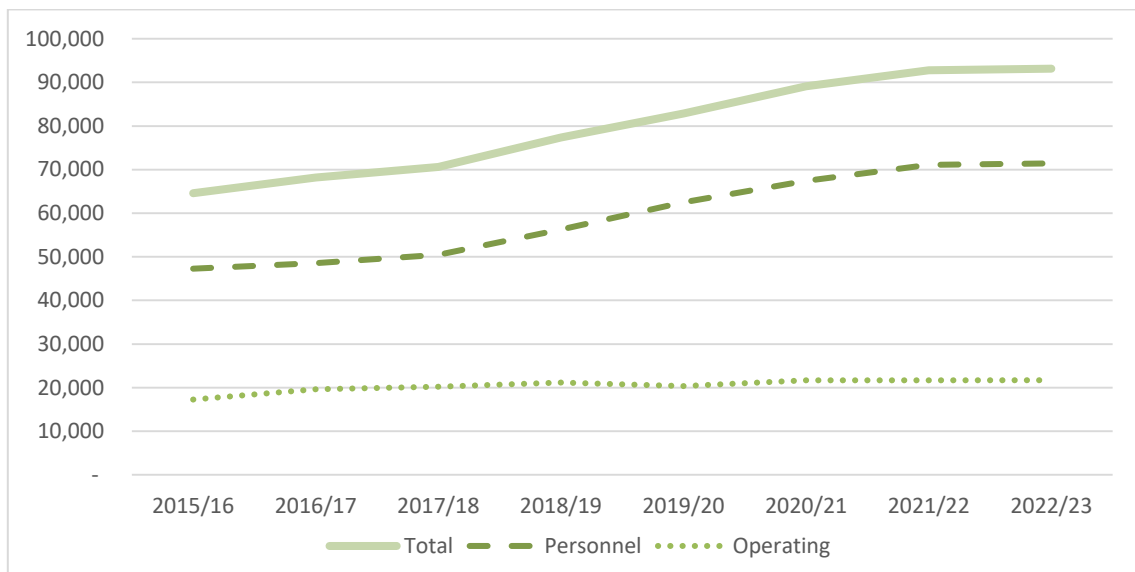


Table 8.2 provides a detailed breakdown of operating expenditure from 2019/20 and over the forward estimates. Total expenditure for 2019/20 is \$171 million, \$174 million in 2020/21, and \$178 million in 2021/22 reducing to \$176 million in 2022/23. The reduction in 2022/23 is mainly due to short term or one off operating costs coming to an end, largely seen in funding for Administered Payments while other expenditure lines largely remain stable.

Table 8-1 Total operating expenditure 2018/19 to 2022/23 (\$'000)

	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Operating Expenditure					
Ministry Outputs	130,355	133,443	137,017	141,476	139,522
<i>Personnel</i>	56,241	62,493	67,383	71,065	71,422
<i>Operating</i>	21,153	20,380	21,691	21,702	21,710
<i>Administered Payments</i>	45,586	43,604	40,977	41,743	39,424
<i>Depreciation</i>	7,375	6,966	6,966	6,966	6,966
POBOC	25,473	27,746	27,884	27,827	27,912
Debt Interest Contribution to LRF	2,670	2,133	1,906	1,684	1,687
Crown Infrastructure Depreciation	4,603	4,603	4,603	4,603	4,603
Transfer to Emergency Response Trust Fund	50	50	50	50	50
Depreciation Contingency Fund	2,174	2,174	2,174	2,174	2,174
<i>Rarotonga Water Network</i>	803	803	803	803	803
<i>Northern Pa Enua Renewable Energy System</i>	400	400	400	400	400
<i>Southern Pa Enua Renewable Energy System (excl. Aitutaki)</i>	971	971	971	971	971
Contingency Funds - Operating	365	100	100	100	100
Total Operating Expenses	165,689	170,249	173,733	177,913	176,046

8.2 Changes to expenditure since the 2018/19 Supplementary Budget

The total public expenditure profile has increased since the 2018/19 Supplementary Budget, largely as the result of expenditure decisions by the Government and technical adjustments.

Table 8-2 Expenditure changes since the 2018/19 Supplementary (\$'000)

Expenditure Changes	2019/20	2020/21	2021/22	2022/23
Operating Expenditure as at 2019/20 Budget				
Expenditure Decisions by Government	15,854	21,364	25,727	23,858
Technical adjustments	1,619	1,569	1,545	1,548
Total Operating Expenditure	17,473	22,933	27,273	25,407

8.2.1 Ministry of Agriculture

Agriculture		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	340,000	490,000	390,000	390,000
	Administered Payments	-	-	-	-
	Gross Operating Adjustment	340,000	490,000	390,000	390,000

In-line with Government's aim to improve Government Agency efficiencies, the Ministry of Agriculture has been provided \$100,000 of additional funding in 2019/20 to undertake strategic planning and a review of the Bio-Security function to strengthen and guide the agriculture sector going forward. The remainder of the funding is to apply salary adjustments to the staff of Ministry of Agriculture.

In 2020/21, a one-off funding of \$100,000 is provided to extend the Pa Enea capacity development program introduced in 2018/19 for the Southern Group to the Northern Group.

With this additional funding for Ministry of Agriculture, their total Gross Appropriation has increased to \$1.3 million in 2019/20.

Final	Personnel, Operating & Depreciation	1,343,762	1,493,762	1,393,762	1,393,762
	Administered Payments	-	-	-	-
	Final Gross Operating	1,343,762	1,493,762	1,393,762	1,393,762

8.2.2 Cook Islands Audit Office

Audit		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	40,000	90,000	150,000	150,000
	Depreciation	-	-	-	-
	POBOC	15,000	15,000	15,000	15,000
	Gross Operating Adjustment	55,000	105,000	165,000	165,000

Additional funding has been provided to the Cook Islands Audit Office in 2019/20 to cover the full cost of operations and associated costs with the TeamMate system in place. A one off funding has been provided in 2020/21 to host the Auditors Conference. By hosting this conference in the Cook Islands, the hosting county will become the chair for two years with PASAI (Pacific Association of Supreme Audit Institutions). Salary Adjustments for the staff of the Audit Office will take place in 2020/21.

In addition to this, \$15,000 has been allocated to resource the PERC committee to fully deliver on the responsibilities of this committee. Audit's new increased appropriation is presented in the table below.

Final	Personnel, Operating & Depreciation	1,129,154	1,179,154	1,239,154	1,239,154
	POBOC	153,000	153,000	153,000	153,000
	Adjusted Gross Operating	1,282,254	1,332,254	1,392,254	1,392,254

8.2.3 Crown Law

Crown Law		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	200,000	200,000	250,000	250,000
	Administered Payments	300,000	-	-	-
	Gross Operating Adjustment	500,000	200,000	250,000	250,000

Crown Law has been provided additional funding to cover operational costs and recruit an additional senior lawyer. The new funding is intended to improve Crown Law's ability to provide oversight of legislative drafting functions. Crown Law's staff salary adjustment is allocated for 2021/22.

An additional \$300,000 has been allocated for litigation costs, details of which have been withheld on the grounds identified in section 18(a) and 8(2) (i) of the Official Information Act 2008.

With the additional funding total gross appropriation has increased to \$1.3 million in 2019/20.

Final	Personnel, Operating & Depreciation	957,058	957,058	1,007,058	1,007,058
	Administered Payments	300,000	-	-	-
	Adjusted Gross Operating	1,257,058	957,058	1,007,058	1,007,058

8.2.4 Ministry of Cultural Development

Cultural Development		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	90,000	325,000	348,000	348,000
	Depreciation	27,000	27,000	27,000	27,000
	Administered Payments	240,000	200,000	2,200,000	200,000
	Gross Operating Adjustment	357,000	552,000	2,575,000	575,000

Additional funding has been provided to resource the Ministry of Culture to enable the agency to deliver the plans laid out in its strategic plan. Support has been provided to progress with the digitization of audio and visual project in Wellington. The salary adjustment for the Ministry of Culture staff is allocated for 2020/21.

With the Cook Islands participation in various overseas and domestic cultural events, a Cook Islands cultural fund of \$200,000 per year has been appropriated. In addition to this, \$2,000,000 has been provided for the Te Maeva Nui for hosting both the Rarotonga and Pa Enea celebration.

This increases Ministry of Culture's gross appropriation to \$2 million in 2019/20.

Final	Personnel, Operating & Depreciation	999,007	1,234,007	1,257,007	1,257,007
	Administered Payments	977,500	937,500	2,937,500	937,500
	Adjusted Gross Operating	1,976,507	2,171,507	4,194,507	2,194,507

8.2.5 Business Trade and Investment Board

Business Trade and Investment Board		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	100,000	100,000	90,000	90,000
	Administered Payments	-	-	-	-
	Gross Operating Adjustment	100,000	100,000	90,000	90,000

Additional funding has been provided to BTIB to top up the business support funding (otherwise known as the revolving fund managed by BCI and BTIB) by \$100,000 in 2019/20 and 2020/21. This will allow the agency to expand the current business support to include the rest of the Pa Enuu. In addition to this, the salary adjustment for the staff of BTIB is allocated in 2021/22.

This has increased BTIB's total gross appropriation to \$782,612.

Final	Personnel, Operating & Depreciation	782,162	782,162	772,162	772,162
	Administered Payments	-	-	-	-
	Adjusted Gross Operating	782,162	782,162	772,162	772,162

8.2.6 Ministry of Education

Education		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	(706,134)	(627,716)	1,759,000	1,759,000
	Administered Payments	527,325	686,925	686,925	746,925
	Gross Operating Adjustment	(178,809)	59,209	2,445,925	2,505,925

The Ministry of Education has reprioritised funding within the agency by transferring some funding from their operating to increase funding for the tertiary training institutions, and the private school funding. Additional funding has been provided to cover the service delivered by a contractor on the Island of Aitutaki to transport children to school.

Scholarship funding increases by an additional \$119,600 from 2020/21 onwards. The salary adjustment for teachers are allocated for 2021/22. This increases the total gross appropriation to \$19.8 million.

The Gross Operating Adjustment reflects a reduction in 2019/20 due to the impact of a transfer of 2 Administered Funds from Ministry of Education to Ministry of Finance.

Final	Personnel, Operating & Depreciation	15,283,321	15,361,739	17,748,455	17,808,455
	Administered Payments	4,612,289	4,681,889	4,681,889	4,681,889
	Adjusted Gross Operating	19,895,610	20,043,628	22,430,344	22,490,344

8.2.7 National Environment Service

Environment		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	291,852	196,852	196,852	196,852
	Administered Payments	250,000	340,000	340,000	340,000
	Gross Operating Adjustment	541,852	536,852	536,852	536,852

Additional funding has been provided to environment to deliver their priority to resolve some of the environmental issues faced in the Cook Islands, commencing with the Pa Enuu. Funding of \$150,000 and increasing to \$200,000 from 2020/21 has been provided for the purpose of strengthening the Environmental Impact Assessment (EIA) process undertaken by the environment office.

In addition to this, funding has been provided to recruit another staff member to assist with the Natural Heritage function from 2020/21. This has increased the total gross appropriation for Environment to \$1.6 million.

Final	Personnel, Operating & Depreciation	1,354,176	1,259,176	1,259,176	1,259,176
	Administered Payments	332,241	422,241	422,241	422,241
	Adjusted Gross Operating	1,686,417	1,681,417	1,681,417	1,681,417

8.2.8 Financial Services Development Authority

Financial Services Development Authority		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	100,000	-	10,000	10,000
	Administered Payments	-	-	-	-
	Gross Operating Adjustment	100,000	-	10,000	10,000

Additional funding of \$100,000 has been provided to undergo research for a new product to be marketed. Salary adjustment for the staff of FSDA is allocated in 2021/22. With the additional funding, this has increased the total gross appropriation of FSDA to \$530,571.

Final	Personnel, Operating & Depreciation	530,571	430,571	440,571	440,571
	Administered Payments	-	-	-	-
	Adjusted Gross Operating	530,571	430,571	440,571	440,571

8.2.9 Ministry of Finance and Economic Management

Finance and Economic Management		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	1,256,068	2,062,861	2,158,568	2,063,824
	Depreciation	229,814	229,814	229,814	229,814
	Administered Payments	1,473,621	15,000	255,000	290,000
	POBOC	35,000	115,000	-25,000	-25,000
	Gross Operating Adjustment	2,994,503	2,422,675	2,618,382	2,558,638

The Ministry of Finance is in a reform process and additional funding has been provided to resource and deliver some of these changes. The additional funding has been allocated to prioritise:

- Support to Revenue Management division to meet international tax standards and commitments and completing the required tasks to remain off the EU blacklist. This includes meeting the OECD's BEPS¹⁴ minimum standards and carrying out all Automatic Exchange of Information (AEOI) activities within a timeframe. \$50,000 has been provided in 2020/21 to host the Pacific's Customs conference in the Cook Islands. \$483,000 has been re-appropriated to complete the tasks identified by IMF review for post-tax amnesty.
- Restructure to merge the Budget and Economics team who will form the Planning division for MFEM.
- \$450,000 has been provided to re-print the Cook Islands \$3 notes that is currently out of stock.
- Restructure the Treasury division to undergo preparatory work to manage FMIS once the project phase is completed
- Support the Statistics division to improve the capacity to produce timely statistics
- Development of an additional output for Project and Procurement oversight for major projects. This is to provide greater support to agencies to enable the adherence to follow the Te Terai Vaka activity management cycle and public procurement.
- Salary adjustment for the staff of MFEM is allocated for 2020/21.

This has increase the total gross appropriation of MFEM to \$21.6 million in 2019/20 (including POBOC).

Final	Personnel, Operating & Depreciation	6,309,046	7,059,839	7,155,546	7,060,802
	Administered Payments	14,914,371	13,455,750	13,695,750	13,730,750
	POBOC	435,694	515,694	375,694	375,694
	Adjusted Gross Operating	21,659,111	21,031,283	21,226,990	21,167,246

8.2.10 Head of State

Head Of State		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	-	-	14,113	14,113
	Administered Payments	13,000	13,000	13,000	13,000
	Gross Operating Adjustment	13,000	13,000	27,113	27,113

\$13,000 has been provided to the head of state office to meet property rental payments. Salary adjustment for staff is allocated in 2021/22. With the additional funding, this has increased the head of states gross appropriation to \$250,163.

¹⁴ <https://www.oecd.org/tax/beeps/>

Final	Personnel, Operating & Depreciation	214,163	214,163	228,276	228,276
	Administered Payments	36,000	36,000	36,000	36,000
	Adjusted Gross Operating	250,163	250,163	264,276	264,276

8.2.11 Ministry of Foreign Affairs

Foreign Affairs		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	444,400	444,400	619,400	619,400
	Depreciation	-	-	-	-
	Administered Payments	5,000	5,000	5,000	5,000
	Gross Operating Adjustment	449,400	449,400	624,400	624,400

Additional funding has been provided to adequately resource the Ministry of Foreign Affairs headquarters and the consulate office in Wellington. \$5,000 has been provided to increase the budget allocation set aside to assist the Cook Islands Student Association placed in universities in New Zealand who gather to celebrate our culture and tradition.

The salary adjustment for Foreign Affairs staff is allocated in 2021/22. This has increased their total gross appropriation to \$3.5 million (including POBOC).

Final	Personnel, Operating & Depreciation	2,761,521	2,907,521	3,082,521	3,082,521
	Administered Payments	15,000	15,000	15,000	15,000
	POBOC	751,428	753,158	751,428	751,428
	Adjusted Gross Operating	3,527,949	3,675,679	3,848,949	3,848,949

8.2.12 Ministry of Health

Health		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	1,475,500	3,880,000	3,880,000	3,880,000
	Administered Payments	300,000	300,000	300,000	300,000
	Gross Operating Adjustment	1,775,500	4,180,000	4,180,000	4,180,000

Additional funding has been provided to the Ministry of Health to assist with recruiting key medical and specialised positions to improve the medical services offered in the Cook Islands. This funding is also prioritised to cover operating costs to enable the agency to expand health services offered to the community and Pa Enea. One of the key focus for the Ministry of Health is the combat and reduction of non-communicable diseases as this is the main health issue faced here in the Cook Islands. Salary adjustments for the staff of Ministry of Health is allocated in 2020/21.

\$300,000 has been allocated to increase the patient referral budget as the current baseline is insufficient to cover the annual costs. This has increased the health total gross appropriation to \$17.5 million.

Final	Personnel, Operating & Depreciation	15,372,676	17,777,176	17,777,176	17,777,176
	Administered Payments	2,146,870	2,146,870	2,146,870	2,146,870
	Adjusted Gross Operating	17,519,546	19,924,046	19,924,046	19,924,046

8.2.13 Infrastructure Cook Islands

Infrastructure Cook Islands		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	455,000	745,000	745,000	745,000
	Depreciation	-	-	-	-
	Administered Payments	725,000	905,000	625,000	625,000
	Transfers	-	-	-	-
	Gross Operating Adjustment	1,180,000	1,650,000	1,370,000	1,370,000

Additional funding has been provided to ICI to support their corporate service function to recruit financial analysts and quality assurance professional. In addition to this:

- Funding for 2 engineers is also provided to assist with the delivery of major projects managed by ICI.
- The full allocation of the newly developed Pa Enea output under ICI is now funded to recruit an additional staff and cover operational costs
- The road and assets maintenance budget has increased by \$470,000 in 2019/20
- Bridges and Drainage maintenance has increased by \$600,000
- An emergency administered payment of \$200,000 has been allocated to ICI on an annual basis

The salary adjustment for the ICI staff is allocated in 2020/21. This has now increased ICI total gross appropriation to \$6.2 million in 2019/20.

Final	Personnel, Operating & Depreciation	3,085,169	3,375,169	3,375,169	3,375,169
	Administered Payments	3,200,000	3,380,000	3,100,000	3,100,000
	Adjusted Gross Operating	6,285,169	6,755,169	6,475,169	6,475,169

8.2.14 Ministry of Justice

Justice		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	900,000	1,000,000	1,000,000	1,200,000
	Administered Payments	123,000	123,000	123,000	123,000
	Transfers	(877,941)	(877,941)	(877,941)	(877,941)
	Gross Operating Adjustment	145,059	245,059	245,059	445,059

Additional funding has been provided to Ministry of Justice for salary adjustments and to allow recruitment of critical position to help improve the services delivered by Justice. Funding allocated to prison and probation has been transferred to Ministry of Corrective Services.

In addition to this, the judges administered payment has increased by \$123,000. With the additional funding, this has increased the total gross appropriation for ministry of justice to \$2.8 million.

Final	Personnel, Operating & Depreciation	2,395,763	2,495,763	2,495,763	2,695,763
	Administered Payments	460,000	460,000	460,000	460,000
	Adjusted Gross Operating	2,855,763	2,955,763	2,955,763	3,155,763

8.2.15 Ministry of Internal Affairs

Internal Affairs		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	250,000	300,000	470,000	470,000
	Depreciation	2,849	2,849	2,849	2,849
	Administered Payments	681,391	1,153,055	1,134,111	1,135,120
	POBOC	298,794	384,178	469,287	554,016
	Gross Operating Adjustment	934,240	1,455,904	1,606,960	1,607,969

Additional funding has been provided to Internal Affairs to improve effectiveness and efficiency for the office to enable the increased assistance and support provided to the welfare of our people and children of the Cook Islands. Salary increases for the Internal Affairs staff is allocated in 21/22.

In addition to this:

- Caregivers allowance has been increased to \$200 a month
- Pension for those over 70 years increased to \$700 a month
- Children's forum has been funded for 2020/21
- CISNOC funding has been increased by additional \$150,000 in 2019/20
- Social Impact Fund has been maintained at \$800,000
- \$45,000 has been allocated for youth program

This has increased Internal Affairs gross appropriation to \$24.1 million in 2019/20.

Final	Personnel, Operating & Depreciation	1,493,037	1,543,037	1,713,037	1,713,037
	Administered Payments	2,978,309	3,109,973	3,091,029	3,092,038
	POBOC	19,689,535	19,774,919	19,860,028	19,944,757
	Adjusted Gross Operating	24,160,881	24,427,929	24,664,094	24,749,832

8.2.16 Ministry of Corrective Services

Corrective Services		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	400,000	600,000	800,000	1,000,000
	Transfers	789,941	789,941	789,941	789,941
	Gross Operating Adjustment	1,189,941	1,389,941	1,589,941	1,789,941

In addition to the funds transferred from Ministry of Justice, the HOMs salary for Corrective Services has been transferred out to OPSC as this is managed by the public service commissioner. Additional funding has been provided to the agency to apply salary adjustments for the staff and to allow the recruitment of critical staff. This funding has also been prioritised to cover operating costs for both probation and prison.

This has increased the total gross appropriation for corrective to \$1.3 million in 2019/20.

Final	Personnel, Operating & Depreciation	1,339,941	1,539,941	1,739,941	1,939,941
	Administered Payments	-	-	-	-
	Adjusted Gross Operating	1,339,941	1,539,941	1,739,941	1,939,941

8.2.17 Ministry of Marine Resources

Marine Resources		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	200,000	390,000	540,000	540,000
	Transfers	200,000	200,000	200,000	200,000
	Gross Operating Adjustment	400,000	590,000	740,000	740,000

Additional funding has been provided to Ministry of Marine Resources to reduce reliance on donor funds and to allocate funding to cover operational cost. \$200,000 has been transferred from the Pearl Authority to continue residual functions of the authority.

Salary adjustment for the staff of marine is allocated in 2020/21. This increases the total gross appropriation for marine to \$2.3 million in 2019/20.

Final	Personnel, Operating & Depreciation	2,072,618	2,262,618	2,412,618	2,412,618
	Administered Payments	300,000	300,000	300,000	300,000
	Adjusted Gross Operating	2,372,618	2,562,618	2,712,618	2,712,618

8.2.18 Ombudsman

Office of the Ombudsman		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	40,043	40,043	90,043	90,043
	Administered Payments	-	-	-	-
	Gross Operating Adjustment	40,043	40,043	90,043	90,043

Additional funding has been provided to the Office of the ombudsman to cover personnel shortfall in funding and to enable ombudsman to contract out legal advice when required. Salary adjustment for the ombudsman staff is allocated in 2021/22. This has increased the total gross appropriation for ombudsman to \$330,399 in 2019/20.

Final	Personnel, Operating & Depreciation	330,399	330,399	380,399	380,399
	Administered Payments	-	-	-	-
	Adjusted Gross Operating	330,399	330,399	380,399	380,399

8.2.19 Parliamentary Services

Parliamentary Services		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	65,000	100,000	185,000	185,000
	Depreciation	(5,000)	(5,000)	(5,000)	(5,000)
	Administered Payments	48,000	48,000	(2,000)	(2,000)
	POBOC	1,150,000	1,150,000	1,150,000	1,150,000
	Gross Operating Adjustment	1,258,000	1,293,000	1,328,000	1,328,000

Additional funding has been provided to parliament to recruit key positions over the medium term. In addition to this:

- \$100,000 has been provided for special select committee to consult on various bills
- \$800,000 has been provided for Civil List personnel
- \$120,000 has been provided for the House of Ariki
- \$30,000 has been provided to increase parliamentary sitting budget
- \$200,000 has been provided to increase the MP travel budget

Salary adjustment for parliament staff is allocated in 2021/22.

This has increased the gross appropriation for parliament to \$4.7 million in 2019/20 (including POBOC).

Final	Personnel, Operating & Depreciation	648,681	683,681	768,681	768,681
	Administered Payments	110,000	110,000	60,000	60,000
	POBOC	4,020,581	4,020,581	4,020,581	4,020,581
	Adjusted Gross Operating	4,779,262	4,814,262	4,849,262	4,849,262

8.2.20 Cook Islands Police

Cook Islands Police Service		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & depreciation	450,000	500,000	500,000	500,000
	Administered Payments	50,000	200,000	50,000	50,000
	Gross Operating Adjustment	500,000	700,000	550,000	550,000

Additional funding has been provided to Cook Islands Police to apply salary adjustment for staff. In addition to this \$50,000 has been provided to increase the serious crime budget to \$100,000 on annual basis. \$150,000 is allocated for the bi annual slipping of Te Kukupa in 2020/21.

With the additional fund provided, this has increased the gross appropriation for police to \$5.3 million in 2019/20.

Final	Personnel, Operating & Depreciation	5,070,199	5,120,199	5,120,199	5,120,199
	Administered Payments	305,000	455,000	305,000	305,000
	Adjusted Gross Operating	5,375,199	5,575,199	5,425,199	5,425,199

8.2.21 Prime Minister's Office

Office of the Prime Minister		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Depreciation	324,075	715,000	715,000	715,000
	Administered Payments	430,000	400,000	150,000	150,000
	POBOC	30,000	0	0	0
	Gross Operating Adjustment	784,075	1,215,000	965,000	965,000

Additional funding has been provided to the Office of the Prime Minister to recruit for key positions to support the operations of the office. In addition to this, funding has been provided for:

- An ICT Support team to assist with the ICT network upgrade
- Energy Commissioner
- Pa Enea mechanical overseer to help the Northern Group Island Administration maintain machineries purchased

Funding for salary adjustment has been allocated in 2020/21. This has increased the total gross appropriation to \$2.7 million for 2019/20 (including POBOC).

Final	Personnel, Operating & Depreciation	1,948,886	2,339,811	2,339,811	2,339,811
	Administered Payments	773,000	743,000	493,000	493,000
	Adjusted Gross Operating	2,721,886	3,082,811	2,832,811	2,832,811

8.2.22 Public Service Commissioner

Public Service Commission		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	120,000	170,000	255,000	255,000
	Depreciation	(58,093)	(58,093)	(58,093)	(58,093)
	Administered Payments	368,760	368,760	368,760	368,760
	Gross Operating Adjustment	430,667	480,667	565,667	565,667

Additional funding has been provided to increase the Human Resource Management support delivered by the Public of the Service Commissioner. Salary adjustments for the staff is allocated in 2021/22.

In addition to this the HOMs administered payment has been maintained to consider the increase made in the 2018/19 supplementary and recruitment of CEO for the Office of the public service commissioner.

This has increased total gross operating for the Office of the Public Service Commissioner to \$2.4 million in 2019/20.

Final	Personnel, Operating & Depreciation	681,965	731,965	816,965	816,965
	Administered Payments	1,741,645	1,741,645	1,741,645	1,741,645
	Adjusted Gross Operating	2,423,610	2,473,610	2,558,610	2,558,610

8.2.23 Tourism Corporation

Cook Islands Tourism Corporation		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	-	-	115,000	115,000
	Administered Payments	-	-	-	-
	Gross Operating Adjustment	-	-	115,000	115,000

Additional funding has been provided for Tourism Corporation to apply salary adjustments in 2021/22. Total gross appropriation for tourism increases from \$9.2 million to \$9.3 million in 2021/22.

Final	Personnel, Operating & Depreciation	4,352,662	4,352,662	4,467,662	4,467,662
	Administered Payments	4,922,000	4,922,000	4,922,000	4,922,000
	Adjusted Gross Operating	9,274,662	9,274,662	9,389,662	9,389,662

8.2.24 Ministry of Transport

Transport		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	440,000	570,000	570,000	570,000
	Depreciation	13,200	13,200	13,200	13,200
	Administered Payments	(111,000)	(111,000)	(111,000)	(111,000)
	Gross Operating Adjustment	342,200	472,200	472,200	472,200

Additional funding has been provided to Ministry of Transport to fund civil aviation and maritime work requirements. Funding for the civil aviation director has been transferred from an administered payment and included into the ministries personnel baseline.

Salary adjustments for the staff of transport is to be applied in 2019/20. This increases the total gross appropriation to \$1.1 million in 2019/20.

Final	Personnel, Operating & Depreciation	1,160,232	1,290,232	1,290,232	1,290,232
	Administered Payments	-	-	-	-
	Adjusted Gross Operating	1,160,232	1,290,232	1,290,232	1,290,232

8.2.25 Cook Islands Investment Corporation

Cook Islands Investment Corporation		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel, Operating & Operations	(1,700,843)	(1,300,843)	(1,200,843)	(1,200,843)
	Administered Payments	1,605,000	1,685,000	960,000	605,000
	POBOC	8,000	8,000	8,000	8,000
	Gross Operating Adjustment	(87,843)	392,157	(232,843)	(587,843)

Additional Funding has been provided to Investment Corporation for:

- Asset maintenance budget will increase from 2020/21 to allow greater coverage of maintenance work across government
- Maintaining the current staff carrying out CIIC's corporate strengthening programme
- Land rentals will have an annual budget of \$500,000 from 2020/21
- \$8,000 for the Bank of the Cook Islands Social Assistance Subsidy
- \$75,000 to recruit for an Asset & Infrastructure Analyst and assist with the review of the National Infrastructure plan
- Water maintenance has been transferred from ICI to To Tatou Vai and additional funding has been provided to assist with the operations of To Tatou Vai
- School Security has increased by \$30,000
- The reduction shown above is due to the transferring of the Aitutaki Power Supply funding from the CIIC baseline to the Aitutaki Power Supply SOE

This has resulted in a \$109 million total gross appropriation for Investment Corporation in 2019/20 (including POBOC).

Final	Personnel, Operating & Depreciation	2,910,490	3,310,490	3,410,490	3,410,490
	Administered Payments	5,380,000	3,960,000	3,235,000	2,880,000
	POBOC	2,666,096	2,666,096	2,666,096	2,666,096
	Adjusted Gross Operating	10,956,586	9,936,586	9,311,586	8,956,586

8.2.26 Cook Islands Seabed Minerals

Seabed Minerals Authority		2019/20	2020/21	2021/22	2022/23
Funding Measure	Personnel & Operating	-	-	11,038	11,038
	Depreciation	2,187	2,187	2,187	2,187
	Gross Operating Adjustment	2,187	2,187	13,225	13,225

Additional funding was provided for Seabed Minerals Office for salary adjustment in 2021/22. This will increase the total gross appropriation for the Cook Islands Seabed Minerals from \$296,236 to \$307,274 in 2021/22.

Final	Personnel, Operating & Depreciation	295,292	296,236	307,274	307,274
	Administered Payments	-	-	-	-
	Adjusted Gross Operating	295,292	296,236	307,274	307,274

8.2.27 Island Governments

All Island Governments has been provided additional funding for:

- The increase in minimum wage
- Additional funding to cover personnel and operating shortfall on each island
- Salary adjustments for staff in the Pa Enea are allocated in 2020/21

Further to the above the Pa Enea funding adjustments were applied to each Island Administrations. With the additional funding mentioned above, this has increased all Island Administration gross appropriation for 2019/20 and 2020/21.

Table 8-3 Pa Enea Funding Adjustments (\$000's)

Pa Enea	Operating Funding Measure				Depreciation Adjustments				Final Funding (including baseline)			
	19/20	20/21	21/22	22/23	19/20	20/21	21/22	22/23	19/20	20/21	21/22	22/23
Aitutaki	54	167	165	166	290	290	290	290	2060	2160	2154	2154
Atiu	45	124	128	128	278	278	278	278	1696	1784	1797	1797
Mangaia	44	112	111	111	431	431	431	431	2158	2237	2248	2248
Manihiki	54	98	98	98	382	382	382	382	1333	1370	1366	1366
Mauke	49	131	131	131	238	238	238	238	1360	1450	1457	1458
Mitiaro	92	125	125	125	36	36	36	36	844	882	888	888
Palmerston	22	64	64	64	42	42	42	42	432	472	470	470
Penrhyn	114	162	161	158	76	76	76	76	902	956	961	957
Pukapuka -Nassau	139	289	290	290	73	73	73	73	1262	1406	1400	1401
Rakahanga	32	61	61	61	45	45	45	45	557	583	580	580

8.2.28 7th Ministers Office

Funding has been allocated for the full implementation of the 7th minister's office.

Measure	2019/20	2019/20	2020/21	2021/22
Operating	290,000	290,000	290,000	290,000
Total cost	290,000	290,000	290,000	290,000

8.3 Payments on Behalf of the Crown (POBOC)

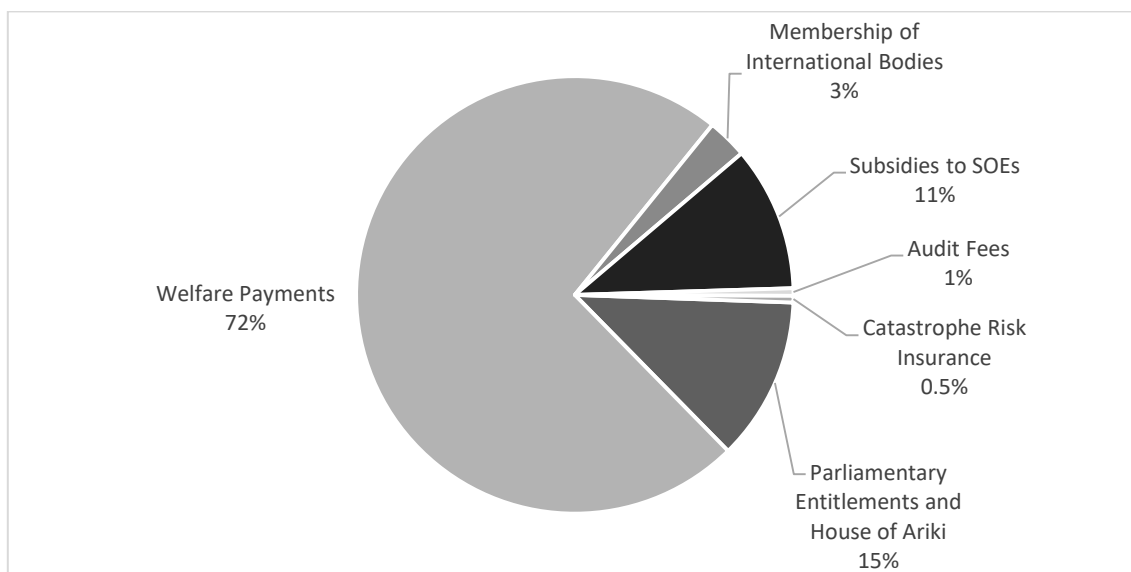
A breakdown of the key areas of POBOC expenditure can be seen below.

Table 8-4 POBOC Summary 2019/20 – 2022/23 (\$000)

POBOCS	2019/20	2020/21	2021/22	2022/23	Total
Welfare Payments	19,690	19,775	19,860	19,860	79,014
Parliamentary Entitlements and House of Ariki	4,021	4,021	4,021	4,021	16,082
Subsidies to SOE's	2,666	2,666	2,666	2,666	10,664
Membership of International Bodies	751	753	751	751	3,006
Audit Fees	138	138	138	138	552
Catastrophe Risk Insurance	121	121	121	121	484
Total POBOCS	27,386	27,474	27,557	27,386	109,803

As shown above, welfare payments comprise the majority of POBOCs at 73 per cent. More detail on each of the POBOCs with significant value is provided below.

Figure 8-2 POBOC Summary for 2019/20



8.4 Parliamentary Entitlements and House of Ariki

8.4.1 Civil List

The Civil List Legislation governs the funding for Parliament and the Executive branch of Government. This funding allows the Government to go deliver day to day business, including parliamentary sittings, and representing the Cook Islands domestically and abroad.

Note that these figures include the new appropriation for the increase in the Civil List Personnel and the MPs Travel and Allowances POBOCs.

Table 8-5 Civil List

POBOC	2019/20	2020/21	2021/22	2022/23
Civil List Personnel	2,901,961	2,901,961	2,901,961	2,901,961
Parliamentary Sitting	150,000	150,000	150,000	150,000
Constituency Visits	170,200	170,200	170,200	170,200
QR Travel and Allowance	109,000	109,000	109,000	109,000
MP Travel and Allowance	341,000	341,000	341,000	341,000
Total Cost	3,672,161	3,672,161	3,672,161	3,672,161

8.4.2 Parliamentary Superannuation

This funding enables the Parliamentary Services to carry out its legal requirements of covering costs associated with the Cook Islands and New Zealand, if any, Superannuation of all Members of Parliament.

Table 8-6 Parliamentary Superannuation

POBOC	2018/19	2019/20	2020/21	2021/22
Parliamentary Superannuation	180,000	180,000	180,000	180,000
Total Cost	180,000	180,000	180,000	180,000

8.4.3 House of Ariki

As the paramount chiefs of the Cook Islands, the House of Ariki holds an important place in society. This POBOC allows funding for general operations and events to be held, as well as a stipend to recognise the contribution to society made by the Ariki.

Table 8-7 House of Ariki Funding

POBOC	2019/20	2020/21	2021/22	2022/23
House of Ariki	348,420	348,420	348,420	348,420
Total Cost	348,420	348,420	348,420	348,420

8.4.4 Subsidies to SOE's

Subsidies to State-owned Enterprises (SOE's)

In order to provide equitable basic services for all Cook Islanders, the Government provides a subsidy to SOE's involved in the provision of these services to cover the non-commercially viable aspects of their business, which is considered a social responsibility.

Table 8-8 Subsidies to State-owned Enterprises (SOE's)

POBOC	2019/20	2020/21	2021/22	2022/23
Bank of the Cook Islands	128,000	120,000	120,000	120,000
Airport Authority	2,047,997	2,047,997	2,047,997	2,047,997
Ports Authority	110,099	110,099	110,099	110,099
Te Aponga Uira	380,000	380,000	380,000	380,000
Total Cost	2,666,096	2,666,096	2,666,096	2,666,096

8.4.5 Social Assistance

Table 8-9 Welfare Payments

	2019/20	2020/21	2021/22	2022/23
Welfare Payments POBOC	19,689,535	19,774,919	19,860,028	19,944,757
Welfare Payments Administered Payments	1,291,309	1,292,973	1,294,029	1,295,038
Total	20,980,844	21,067,892	21,154,112	21,239,795

These pensions and allowances support and protect the most vulnerable members of our society through the provision of legislated welfare benefits. The split between POBOC and Administered Payments is to recognise ongoing payments, such as pensions and the Destitute and Infirm Payment (DIP), and one-off or short-term payments such as funeral allowances and Christmas bonuses.

The payments are aimed at assisting the disadvantaged, the elderly, disabled and young families to meet the cost of basic needs such as food, shelter and clothing.

Table 8-10 Welfare Benefits (POBOC and Administered)

	2019/20	2020/21	2021/22	2022/23
	Estimate	Estimate	Estimate	Estimate
1 Old Age Pension	13,078,253	13,163,637	13,248,746	13,333,475
2 Child Benefit	5,575,882	5,575,882	5,575,882	5,575,882
3 Newborn Allowance	200,000	200,000	200,000	200,000
4 Destitute and Infirm Persons Payment	528,000	528,000	528,000	528,000
5 Government-funded Paid Maternity Leave	150,000	150,000	150,000	150,000
6 Caregiver's Allowance	663,791	665,455	666,566	667,520
7 Carer Order Payment	10,400	10,400	10,400	10,400
8 Christmas Bonus	278,318	278,318	278,318	278,318
9 Funeral Allowance	170,000	170,000	170,000	170,000
10 Power Subsidy	79,200	79,200	79,200	79,200
11 Special Assistance	100,000	100,000	100,000	100,000
12 Bank of Cook Islands Transaction Fees	147,000	147,000	147,000	147,000
Total	20,980,844	21,067,892	21,154,112	21,239,795

Table 8-11 Details on Welfare Payments

Legislated Welfare Payments	Payment Rate	Beneficiaries	Beneficiaries	Assumptions
		2018/19 Estimate	2019/20 Budget	
Child Benefit (monthly)	100	3,352	4,730	The number of eligible children up to age 16 is expected to increase the budget for this payment. The rate for the child benefit is \$100 a month.
New Born Allowance*	1,000	200	200	The number of births eligible for this payment is expected to increase slightly due to a change in the legislation
Old Age Pension - 60 to 69 years of age (monthly)	500	1,065	1070	The number of pensioners in this age group continues to increase slightly based on actuals.
Old Age Pension - 70 years of age and over (monthly)	700	747	830	The number of pensioners in this age group is expected to increase slightly.

Legislated Welfare Payments	Payment Rate	Beneficiaries 2018/19 Estimate	Beneficiaries 2019/20 Budget	Assumptions
Destitute and Infirm Persons Payment (monthly)	200	220	220	A slight increase in the number of people receiving these payments based on current trends.
Non-legislated Welfare Payments				
Caregiver's Allowance (monthly)	200	160	180	The number of people that will qualify for caregiver's allowance is likely to increase due to an ageing population and an increase in disability due to NCDs.
Christmas Bonus*	50	5,536	7,000	An increase in the total number of beneficiaries receiving benefit payment due to age eligibility bring extended to 16 for child benefit.
Funeral Allowance*	2,400	70	70	The number of old age beneficiaries expected to receive funeral assistance is expected to remain stable.
Power Subsidy (quarterly)	66	300	300	Estimated number of pensioners receiving the power subsidy is expected to remain stable.
Other Payments				
Government-funded Paid Maternity Leave**	1,740	80	86	The number of births by working women in the private sector is expected to remain stable, however the payment has increased due to an increase in the minimum wage to \$7.25

Note: some payments are not made on a monthly basis.

*The New Born Allowance, Christmas Bonus and Funeral Assistance are paid on each occurrence. The Funeral Allowance is now paid at two rates: \$2,400 is paid to Cook Islands welfare and pension recipients, and \$1,200 is paid to eligible Cook Islanders receiving the NZ Superannuation.

8.5 Welfare Payments

8.5.1 Legislated Entitlements

The Welfare Act 1989 provides for five types of welfare payments:

1. New Born Allowance - a lump sum payment at the birth of a child;
2. Child Benefit
3. Old Age Pension
4. Destitute Payment
5. Infirm Relief

The Employment Relations Act 2012 provides for the Government Funded Paid Maternity Leave payment.

Child Benefit

The eligible age for the Child Benefit will be extended to children under the age of 16 years as of 1 July 2019.

The rate of the payment increased on 1 July 2017 from \$66 to \$100 per month and is paid in two monthly instalments on the 1st and the 16th of each month.

New Born Allowance

The Newborn Allowance is provided as a lump sum payment to mothers on the birth of a child in the Cook Islands. The legislation was amended in 2016 to provide for births in New Zealand by mothers normally resident in the Cook Islands. The rate of the payment is \$1,000. Applications for payment must be made within six months of the birth of the child.

Old Age Pension

The Old Age Pension is a taxable payment provided to eligible Cook Islanders from the age of 60.

For those aged between 60 and 69, the rate of payment is \$500 a month. For those aged 70 and over, the rate of payment increased from \$660 a month to \$700 a month on 1 July 2019. Payments are paid in two monthly installments on the 1st and the 16th of each month.

Destitute and Infirm Payment

The Destitute and Infirm Payment is a working age payment provided to Cook Islanders that are unable to permanently support themselves by their own means or labour and includes persons with dependents where such dependents are unable, through infirmity or age, to support themselves by their own means and labour.

Eligibility for payment is determined by a committee appointed by the Minister of Internal Affairs and continued eligibility is reviewed every three months in the first year of payment.

Government Funded Paid Maternity Leave payment

The Government Funded Paid Maternity Leave Payment is a payment to assist private sector employers in meeting paid maternity leave obligations for working women who give birth. The rate is set at the minimum wage based on 40 hours per week for six weeks and was set in 2012 at \$250 per week. On 1 July 2019 the minimum wage increased from \$7.25 to \$7.60 increasing the maternity leave payment to \$304 per week for six weeks.

The payment is paid in one lump sum to employers of eligible women who are then expected to pass on the payment, in accordance with usual income payment arrangements. The payment is subject to income tax. This payment is not made to women in the Public Service as Government provides six weeks maternity leave to employees through agency appropriations.

8.5.2 Non-legislated Welfare Payments

In addition to payments made under the Welfare Act and the Employment Relations Act, the Government has provided executive authority for the payment of five additional welfare payments or allowances:

1. Caregiver's allowance
2. Christmas bonus
3. Funeral allowance
4. Power subsidy, and
5. Special assistance

Caregiver's Allowance

The Caregiver's Allowance is provided to people that are required to provide substantial day to day care to elderly Cook Islanders or people with permanent disabilities who have high care needs and do not have the capacity to access such care. The rate of payment was increased from \$165 per month to \$200. It is paid in two monthly instalments on the 1st and the 16th of each month.

Christmas Bonus

A Christmas Bonus of \$50 is an extra payment expected to be paid out to all eligible beneficiaries in December as a contribution from the Government to assist with costs at that time of the year.

Funeral Allowance

A funeral allowance is provided to families on the death of a person receiving a welfare payment, to assist with funeral costs. The rate for the Old Age Pension is \$2,400. A new rate was introduced in 2015/16 for eligible Cook Islanders who receive the NZ Superannuation but reside in the Cook Islands of \$1,200.

Power Subsidy

A power subsidy may be provided, subject to an income test, for beneficiaries of the aged, destitute or infirm relief payment. People receiving an overseas old age pension are not entitled to this benefit regardless of their total income. The rate of subsidy was increased by 10 per cent from \$60 per quarter to \$66 per quarter as part of the tax reform package. The subsidy is provided directly to Te Aponga Uira to offset the power bills of eligible Rarotonga based beneficiaries and directly to individuals for eligible beneficiaries in the Pa Enea.

Special Assistance

Special assistance may be provided on a case by case basis and subject to an income and asset test to very elderly beneficiaries and people with severe disabilities to improve accessibility and mobility.

Bank of Cook Islands Transactions

Welfare benefits are paid directly into approved Bank of Cook Islands accounts at a transaction charge of \$1 per transaction. It is estimated that in general each beneficiary account will be paid twice per month.

9 Cook Islands Capital Expenditure

Table 9-1 Total Capital Expenditure 2019/20 to 2022/23 (\$ million)

	2018/19 Actuals	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Ministry of Agriculture	30,091	0	0	0	0
Cook Islands Investment Corporation	859,595	6,180,000	7,370,000	11,450,000	10,000,000
Ministry of Education	165,480	360,000	360,000	360,000	360,000
Ministry of Health	718,461	400,000	1,600,000	400,000	300,000
Infrastructure Cook Islands	6,977,143	18,471,500	19,950,000	11,800,000	12,800,000
Ministry of Internal Affairs	45,000	50,000	50,000	50,000	50,000
Ministry of Justice	200,000	0	0	0	0
Ministry of Finance and Economic Management	21,616,164	13,068,836	5,000,000	1,000,000	1,000,000
Office of the Prime Minister	3,545,314	900,000	300,000	100,000	100,000
Cook Islands Police Services	0	70,000	0	0	0
Capital Funds administered by MFEM	1,040,135	910,000	910,000	910,000	910,000
Total	35,197,383	40,410,336	35,540,000	26,070,000	25,520,000

9.1 Summary

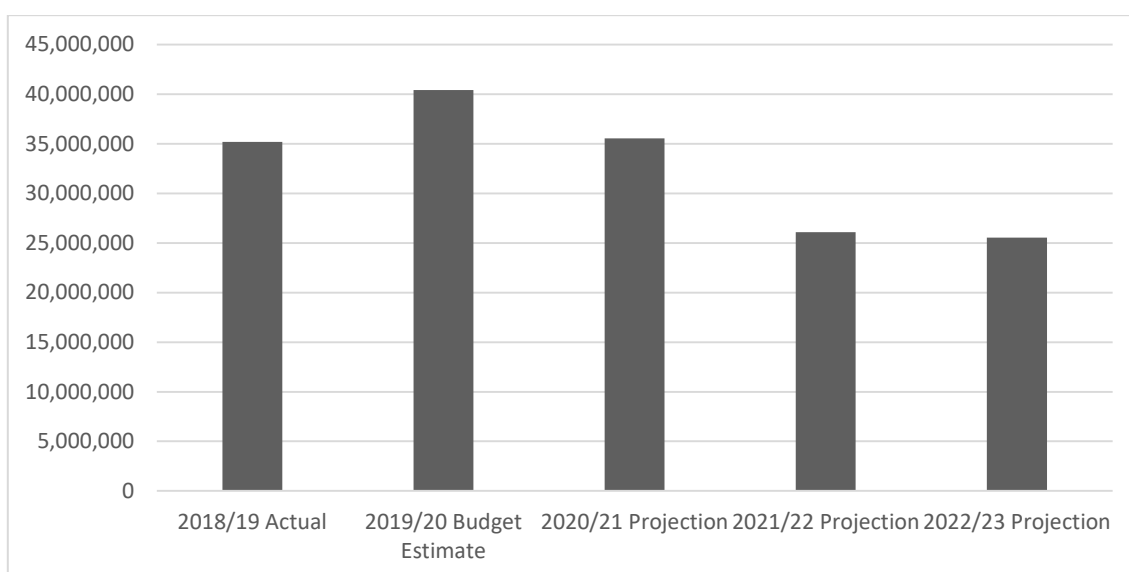
The Capital Schedule outlines the projects appropriated for the 2019/20 financial year and earmarked for 2020/21 to 2022/23.

The Government has made a concerted effort in the 2019/20 Medium-term Budget to acknowledge capacity constraints that have restricted the Government's ability to complete its ambitious capital projects in recent years. This is evident through the continual carry forwards of capital funds from one budget year to the next. In 2018/19, \$0.4 million was carried forward from 2017/18, which had the effect of increasing the capital budget from \$44.5 million at the time of the 2018/19 Budget to \$47.1 million in the 2018/19 Half Year Fiscal and Economic Update (HYEFU), impacting upon the fiscal estimates and further burdening the agencies responsible for implementation.

As outlined above, capital spend to date is estimated to be \$35.2 million or 75 percent of total spend for 2018/19 compared to the \$47.1 million budgeted for 2018/19. Despite the significant appropriation of capital projects, coupled with previous years carry forwards, this represents a significant increase in capital expenditure due to agencies further progressing with current works as well as the completion of existing projects before engaging and implementing new capital works.

Figure 9-1 shows expected capital spending compared to budget for the 2018/19 financial year.

Figure 9-1 Cook Islands Government Total Annual Capital Expenditure



As a result, the priority investment areas reflected in the 2019/20 Budget remains largely unchanged, with a focus on further progressing current capital projects prior to engaging in new works. Funds have been appropriated to Road Asset Management, Pa Enua Cyclone Centres, Bridges and Drainage Improvement Programmes, Te Mato Vai, FMIS, ICT and the development of various Government Buildings. These major priority projects, together with maintenance and minor repair projects, have been spaced over the forward period to ensure that Government has the absorptive capacity to fully implement and complete them. The Cook Islands capital expenditure appropriated for 2019/20 amounts to \$40.4 million followed by a capital budget of \$35.0 million in 2020/21, \$26.0 million in 2021/22 and \$25.5 million in 2022/23. These projects are all expected to contribute to improving the quality of life in the Cook Islands and increasing the productive capacity of the economy.

The remainder of this chapter provides details on the capital expenditure appropriation, by the implementing Government Agency.

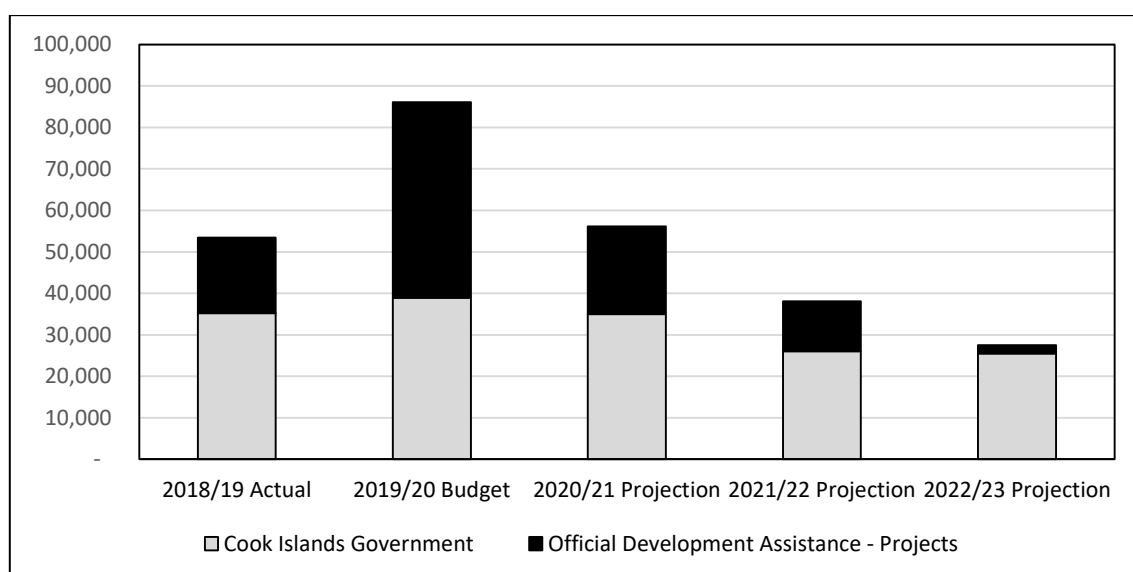
The Government's capital plan for 2019/20 to 2022/23 is split between two funding sources. The first is direct funding from the Cook Islands Government, utilising previous year's underspends and cash reserves. The second is Official Development Assistance (ODA) funding from a number of development partners, with New Zealand being the major contributor. A significant number of capital projects are jointly funded by the Government and its donor partners.

Table 9-2 Total Capital Expenditure by Funding Source, (\$ million) and Figure 9-1 Cook Islands Government Total Annual Capital Expenditure shows the total capital expenditure appropriation for the 2019/20 – 2022/23 medium-term by funding source.

Table 9-2 Total Capital Expenditure by Funding Source, (\$ million)

Funding Source	2018/19 Actual	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Cook Islands Government	35,197	40,410	35,540	26,070	25,520
Official Development Assistance - Projects	18,265	47,093	21,154	12,000	2,000
Total	53,463	87,503	56,694	38,070	27,520

Figure 9-2 Total Capital Expenditure by Funding Source, (\$ million)



This chapter provides further detail on the Government’s portion of the capital plan.

Chapter 15.4 describes the ODA capital (and operating) expenditure budget

9.2 Capital Spending by Agency

9.2.1 Cook Islands Investment Corporation

Figure 9-3 Capital projects, CIIC (\$)

Island	Project/ Programme	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Rarotonga	3 Building Repair	0	550,000	0	0	0
Rarotonga	MFEM Building	0	540,000	0	0	0
Atiu	School Upgrade	0	480,000	350,000	0	0
Penrhyn	Government Building Project	0	500,000	150,000	0	0
Rarotonga	Land Acquisition	0	2,000,000	2,000,000	1,000,000	0
Aitutaki	Orongo Development Master Plan and Centre reconstruction (Ports Authority)	0	500,000	500,000	0	0
Aitutaki	Government Building Project	0	60,000	170,000	450,000	0
Rarotonga	To Tatou Vai	0	150,000	0	0	0
Various	Health Project	0	800,000	200,000	0	0
Rarotonga	Vaikapuangi Government Building	204,495	600,000	4,000,000	10,000,000	10,000,000
Rarotonga	Avaroa Cable Establishment	50,000	0	0	0	0
Rarotonga	Nukutere Rebuild	530,000	0	0	0	0
Pukapuka	Pukapuka Hospital Reconstruction	12,100	0	0	0	0
Rarotonga	Tereora College Redevelopment Stage 1	63,000	0	0	0	0
Total		859,595	6,180,000	7,370,000	11,450,000	10,000,000

Vaikapuangi Project and Avarua Town Plan

The Vaikapuangi project has been extended to embrace a whole of government approach for the centralization of Government services in Rarotonga. A study has been undertaken to assess the social and economic impacts of the various options for a whole of government facility. Though this means that the implementation of the project could be delayed, it will ensure that the investment represents the best possible value for money and that the level of public services offered by Government will improve over the long term through efficiency gains.

The development of the town plan takes into account projects such as the Vaikapuangi Project, Parliament House situated at the Te Atukura grounds, the Punanga Nui and Constitution Park at Avatiu. In an addition to these projects, this may also require Government to contribute to the development of an integrated public realm and transportation center. This would lead to greater potential for recreational activities such as meetings and gathering functions, as well as better public transport, thereby minimising the potential adverse effects of private passenger car parking, traffic movements and peak period congestion. The town plan will guide the layout and operation of the Avarua township, allowing the interaction of people and activities in a safe and effective manner.

3 Government Building Repairs Project (Bluesky Sports Arena, Police, Justice)

The Ministry of Justice building, National Police Headquarters and Bluesky Sports Arena (formerly Telecom Sports Arena) were constructed in 2004, 2006 and 2009 respectively by way of grant and concessional loans from the People's Republic of China (PRC). The buildings require various repairs and improvements, some of which have been addressed by the Cook Islands Government. The current funding of \$550,000 has been approved to commence the work around the replacement of the roller doors at the Bluesky Sports Arena which is expected to take place this financial year.

Orongo Development Master Plan and centre reconstruction

Activity on the Orongo Development Project has been limited. Changes in circumstances in Aitutaki required a review of the project priorities. It is therefore expected that progress on implementing the agreed project activities will see the funds being utilised in 2019/20 and the project completed in 2020/21. This will include the remaining work to be done around the channel dredging as well as the development of the marina area in front of the Aitutaki Fishing Club.

Infrastructure Projects to improve Health Services

Health and Education facilities and infrastructure remain a key priority area for government infrastructure investment throughout the Cook Islands. For this immediate period, government intends to significantly invest in health-related infrastructure upgrades and replacement of some buildings on Rarotonga and the pa enua. Rarotonga hospital will undergo major electrical upgrades, facilities improvements for better mental health services and total replacement of the Tupapa Outpatient clinic roof. Government also commits to replacing the Atiu doctors residence to accommodate visiting specialists and the support the revolving 'Flying Doctors' programme. All efforts are targeted towards providing improved health facilities to support better service delivery for residents and visitors alike.

Land Acquisition

The land acquisition fund is established to provide government the opportunity to engage with and fairly compensate landowners for land in strategic locations to support key investments and further grow and sustain infrastructure programmes into the future. One key project is the construction of a runway end safety area (RESA) to meet international requirements that come into effect in 2020.

Atiu School Building Project

Education infrastructure has remained a key focus area for improvements across the CIIC portfolio. Following the recent construction of the Technology and Admin building as part of Tereora College Stage 1 project and also Apii Nikao, the attention is now focused on strengthening education infrastructure in the Pa Enea. Eneuamanu School has remained without significant upgrades in recent times. This project aims to provide plumbing and electrical upgrades to provide facilities that promotes positive learning environments for the students and tertiary learning at Eneuamanu School.

Penrhyn Government Building Project

Health facilities are key to sustaining healthy and productive populations. The Tetautua hospital is near end of its asset life and the construction of a new building will certainly ensure access to immediate and direct health care is made easy with the construction of a new Tetautua hospital in 2019/20.

MFEM Building Extension

Government has made significant investments in improving government services through, inter alia, the Financial Management and Information System (FMIS) and Tax modernisation programmes separately. The MFEM building which houses staff and resources of five different government agencies has insufficient space to meet the growing demands for improved effective and efficient public services.

To Tatou Vai

Consultations for the Te Mato Vai (TMV) and Mei Te Vai Ki Te Vai projects identified the need for a communications survey in order to determine the feasibility of a future Supervisory Control And Data Acquisition (SCADA) project. A SCADA system is required for the efficient and optimal operation of TMV by To Tatou Vai to better operate the water supply in order to continually meet an improved customer level of service.

Aitutaki Government Building Project

The Aitutaki court house and adjacent facilities will undergo significant improvements to provide safe public access and use of buildings and facilities to meet growing demands for more court sittings and services.

9.2.2 Ministry of Education

Table 9-3 Capital projects, MOE (\$)

Island	Project/Programme	2018/19 Estimate	2019/20 Budget	2020/21 Estimate	2021/22 Projection	2022/23 Projection
National	Fund to be prioritised by Education	165,480	360,000	360,000	360,000	360,000
	Total	165,480	360,000	360,000	360,000	360,000

Funds to be prioritised by Education

The Ministry of Education received a total capital budget of \$360,000 which comprises of an annual appropriation of \$110,000 and an additional \$250,000 that was made available from the New Zealand aid higher modality fund in 2017/18. Going forward, Government has provided funding of \$360,000 over the medium term in order to allow for the Ministry to continue the current level of expenditure for capital replacement for all schools. This funding meets the requirements of replacement plans for computers, photocopiers, other multi-media items, desks, chairs and other classroom furniture.

9.2.3 Ministry of Health (MOH)

Table 9-4 Capital projects, MOH (\$)

Island	Project/Programme	2018/19 Estimate	2019/20 Budget	2020/21 Estimate	2021/22 Projection	2022/23 Projection
National	Fund prioritised by Health for Technical Equipment	275,000	300,000	300,000	300,000	300,000
Rarotonga	Medical Service Bed End Panels	78,252	0	0	0	0
Rarotonga	Ambulance	147,798	0	0	0	0
Rarotonga	CT Scanner	0	100,000	1,300,000	100,000	0
Rarotonga	Hospital Incinerator	217,411	0	0	0	0
Total		718,461	400,000	1,600,000	400,000	300,000

Funds to be prioritised by Health for Technical Equipment

There are various technical medical instruments and equipment necessary to assist medical professionals with health check-ups. \$300,000 has been appropriated per year to ensure the Ministry of Health can purchase this equipment when required.

Purchase of a CT Scanner

Non-Communicable Diseases (NCD's) have become a significant issue in the Cook Islands with over 66 percent of the population overweight, morbidly obese or having potential NCD morbidities such as diabetes, cardiovascular diseases or cancer. The population's health needs are evolving and becoming more complex, thereby placing an increased demand on health care services and resources, and costly referrals overseas for specialised care and treatment.

A CT Scanner is a \$1.5 million investment for the Ministry of Health which would require significant infrastructure changes and a skilled workforce to install, operate and maintain this asset to improve its longevity in the country. Much of the preparatory work will be done in 2019/20 which will enable the current hospital infrastructure to house the equipment without rendering damage to the machine before the installation of the scanner takes place in 2020/21.

9.2.4 Infrastructure Cook Islands

Table 9-5 Capital projects, ICI (\$)

Island	Project/ Programme	2018/19 Estimate	2019/20 Budget	2020/21 Projection	2021/22 Projection	2022/23 Projection
Atiu	Atiu Road Improvement Programme	384,597	570,000	0	0	0
National	Bitumen truck	14,229	0	0	0	0
Rarotonga	Bridges & Structures Improvement Project	515,740	2,580,000	3,300,000	2,800,000	3,800,000
National	Pa Enua Marine Infrastructure Improvement	0	150,000	3,500,000	0	0
National	Pa Enua Water Infrastructure	0	0	1,050,000	500,000	500,000
Various	Pa Enua Cyclone Center	630,000	4,200,000	3,600,000	0	0
Rarotonga	Avatiu Valley Stream embankment	639,156	21,500	0	0	0
Rarotonga	Road Asset Management	2,000,000	8,000,000	7,000,000	7,000,000	7,000,000
Rarotonga	Drainage Improvement	0	1,800,000	1,500,000	1,500,000	1,500,000
National	Manea Games Upgrade	0	100,000	0	0	0
Mitiaro	Mitiaro Water Upgrade	382,000	250,000	0	0	0
Rarotonga	Rutaki Foreshore Rock Revetment	0	250,000	0	0	0
Aitutaki	Establishing new water galleries	218,376	200,000	0	0	0
Pukapuka	Nassau Ferry	0	350,000	0	0	0
Mangaia	Mangaia Road Improvement Programme	137,958	0	0	0	0
Mangaia, Atiu, Mauke	HV Transport Trailer	14,230	0	0	0	0
Manihiki	Manihiki Island Airport Terminal - construction	15,921	0	0	0	0
Penrhyn	Omoka Harbour Upgrade	140,000	0	0	0	0
Pukapuka	Pukapuka Airport terminal buildings upgrade	59,758	0	0	0	0
Pukapuka	Yato Cargo Shed Upgrade	0	0	0	0	0
Rarotonga	Tereora Drainage Improvement	117,000	0	0	0	0
Rarotonga	Sheraton Foreshore Protection	239,100	0	0	0	0
Aitutaki	Aitutaki road Improvement Programme	226,000	0	0	0	0
Mangaia	Tamarua Water Project	214,913	0	0	0	0
Manihiki	Tukao Passage Widening, Improving safe access to and from the Manihiki Lagoon	140,500	0	0	0	0
Rarotonga	Muri Road Widening	287,665	0	0	0	0
Rarotonga	Culvert	600,000	0	0	0	0
	Total	6,977,143	19,521,500	19,400,000	11,800,000	12,800,000

Atiu Road Improvement Programme

Infrastructure Cook Islands is working with the Atiu Island Government to deliver a road that will improve access between key infrastructure such as the airport and harbour, as well as improved connections between the five villages. Funding of \$570,000 has been made available in 2019/20 to complete the sealing of the road which will include rehabilitation of pavements and drainage improvements to protect the pavement integrity over the long term, followed by the application of two coats of chip seal.

Bridges and Structures Improvement Programme

Rarotonga has approximately 76 bridge structures on the transport network with additional associated structures. Historically these assets have undergone limited maintenance, this coupled with increased use and vehicle loads, has resulted in a deterioration of these assets.

The Government has made funding available to undertake required bridge and structure replacement works, structural inspections and repairs, as well as safety improvements. The current condition of a number of these assets including structural capacity has been inspected. Works will be undertaken in-line with the forward years work-plan in order to address and improve these assets in a prioritised and structured manner.

The Punanga Nui Bridge, Empire Bridge and Sheraton Bridges have been identified as requiring replacement with the Punanga Nui Bridge Replacement physical works to be undertaken in the 2019/20 financial year. Structural maintenance and improvement of a number of bridges and structures have also been identified and prioritised within the forward years work plan.

Drainage Improvement Programme

Historically mostly uncontrolled land and building development has occurred in Rarotonga affecting wetlands, secondary flow paths and flood plains. This has led interruptions to the normal surface and subsurface flows of water through catchments including flooding of low-lying areas and other environmental problems such as ongoing erosion and scouring. There is mounting community and government concern about the increasing risks of land degradation, the resulting impacts of storm-water/flooding and the ability of infrastructure to support ongoing growth and development. Changes in climatic conditions such as rising temperatures, sea level rise and increased rainfall variability and intensity, in conjunction with uncontrolled development is significantly impacting public infrastructure, particularly in relation to storm-water drainage.

Government has made funding available to undertake improvements to existing storm-water infrastructure, as well as construction of new drainage infrastructure across various locations on Rarotonga. Funding will be utilised to undertake flood and catchment management, provide the increased storm-water infrastructure capacity required due to increased rainfall intensity and development pressures, and to improve storm-water quality through the provision of attenuation and treatment infrastructure.

Mitiaro Water Upgrade

Water supply and storage on the island of Mitiaro requires significant rehabilitation. Mitiaro's primary water supply is sourced from groundwater and is used for non-potable purposes, while harvested rainwater is used for potable purposes. Water is pumped to an elevated reservoir tank and gravity-fed to the wider community. There are several issues with the current water supply system including high salinity, wastage of water supply through leakages and highly corroded reservoir tank and platform stand. There are also issues with the current catchments and rainwater tanks within the community. Work is now set to take place in 2019/20 on improving and replacing the existing water infrastructure to address these current problems and plan for a long-term efficient water supply system.

Pa Enea Cyclone Centers

Most northern islands communities of the Cook Islands are situated on low lying atolls. These islands have limited elevation above sea level which exposes them to the risks of sea level rise and inundation, as well as the impact of cyclones. Communities utilise schools and or community buildings as shelters in the event of a cyclone or significant storm experience. Many of these buildings are vulnerable and inadequate to withstand higher category storms.

Resilience, and economic development and recovery following a significant storm event on these islands is hindered by the lack of existing structurally safe and secure building infrastructure. As part of Government's priority of improving resilience, and the ongoing development of the Pa Enea, funding for the construction of purpose built cyclone centers has been made available for Palmerston, Penrhyn, Rakahanga and Nassau since 2016/17.

Construction of the Palmerston cyclone center is now complete, with remaining centers to be completed in 2019/20 and 2020/21. These centers will be delivered in conjunction with the relevant Government agencies and the respective island administrations to ensure the delivery of a multi-purpose structure which services the needs of the Pa Enea communities.

Rarotonga Road Asset Management

The road network and associated infrastructure provide the means for the transportation of goods and services upon which the economic and social development of Rarotonga and the Cook Islands is critically dependent. It also provides essential emergency access to communities in the case of natural disasters.

The Rarotonga roading network dates back to the Ara Metua, which historically provided for land transport around most of Rarotonga. The current roading network consists of approximately 201 km of roading in varying conditions. Due to limited maintenance these assets have significantly deteriorated and in some cases don't meet required levels of service.

Funding has been made available to undertake planned maintenance and improvement works to the road network in line with the identified forward years' work plan and Road Asset Management plan which sets the minimum level of service for the road network. Works will address structural pavement issues, roadside drainage, resurfacing, and road widening along with improvements to pedestrian facilities as well as safety improvements. These works are prioritised based on identified defects and high risk areas that when improved will provide benefits to the wider community.

Aitutaki Water Gallery

The majority of Aitutaki's water supply is derived from groundwater sources and existing sources are nearing their safety yields. The 2013 drought which impacted Aitutaki caused the Island Government to review its position with regards to the water security on Aitutaki. A strategy was developed involving the establishment of new water galleries and the redevelopment of an existing one to take pressure off the existing six galleries. This will allow for better water access for the wider public including the Island's commercial growers. To facilitate this, the Aitutaki Island Government intends to establish new galleries for Vaitupa, Tautu and Vaipae. The remaining funds will be used to complete the construction of these water galleries in 2019/20.

Manea Games Upgrade

The Manea Games is held every three years rotating between the islands of Mangaia, Mitiaro, Mauke, Atiu and Aitutaki to host the communities of those islands in sports and cultural festivities. The last Manea Games was hosted by Mitiaro in 2017 to which Government made available a total budget of \$100,000 to assist in the upgrades of the islands sports facilities. For the 2019/20 financial year, similar funding will be provided for the island of Atiu to undertake upgrades to the islands tennis courts and other sports facilities.

Pa Enea Water Infrastructure Improvement Programme

The Cook Islands, particularly the Pa Enea, are extremely vulnerable to both slow and fast-onset events as a result of climate change. This vulnerability is intensified by current socio-economic, infrastructure and environmental pressures caused by climate change and tourism. The Pa Enea require strategies and practical measures, including management, human and physical infrastructure, to be able to deal with these changes and secure provision of suitable water supply for the future.

The changes to the climate currently being experienced, and increased extreme events predicted, expose the islands to regular droughts and resultant water shortages. Inadequate sanitation and waterborne and solid waste intensifies the impacts by reducing the available water sources for community use.

Funding has been made available to build on, and expand, the existing water security and improvement programmes to reduce vulnerability by climate proofing communities through asset rehabilitation, including the development of alternative water supply systems, improved water quality and operation efficiency improvements.

Pa Enea Marine Infrastructure Improvement Programme

The Pa Enea are spread over a significant expanse of the Pacific Ocean which creates issues in relation to access and provision of transport of goods and services. Marine transport is the key means of transport for a majority of goods to the Pa Enea as well as the only form of transport for some island communities and is critically important for the ongoing development and sustainability of these communities. Marine infrastructure includes harbours, wharfs, channels, moorings and navigational aids which contribute to the Pa Enea communities and their safe and efficient use, as well as enjoyment of the marine environment for both economic and recreational activities.

Government has provided funding to improve the current marine infrastructure which supports the Pa Enea communities. This includes the provision of robust, durable harbour structures that are resilient to the impacts of climate change, increase safety for marine operations and reduce damage and loss of vessels, cargoes and equipment, support increases in the frequency of inter-island shipping services as well as the expected increase in the level of service provided for passengers, and minimise adverse impacts on the marine environment.

Specific works include the design and subsequent construction for the Penrhyn and Nassau harbours during the 2019/20 financial year.

Avatiu Valley Stream Embankment

Severe erosion by flood waters have continually affected the Avatiu Valley stream embankment posing a risk of failure of the access road at the top of the embankment. This road is required for the on-going operation and maintenance of the Avatiu water intake. Government is committed to strengthening this infrastructure in order to mitigate existing and future risks to the surrounding communities. Funding has been provided to complete the remaining works for the Avatiu Valley stream embankment.

Rutaki Foreshore

The coastal area around Rutaki leading up to the Vaimaanga Sheraton is prone to inundation from high seas because of low lying depressions. Experience over the years has shown ongoing foreshore damage and erosion due to high sea levels and increased wave activities which will cause further damage to nearby infrastructure such as roads, water pipelines and public and private properties. Funding has been re-appropriated in 2019/20 to assist with the construction of rock revetment to protect the area from high seas.

Nassau Ferry

Funds have been provided in 2019/20 to enable the purchase and replacement of the Nassau ferry. Due to the age and wear and tear of the current ferry on the island of Nassau, it has become inadequate and unsafe for the transportation of infrastructure and equipment between the islands of Nassau and Pukapuka.

9.2.5 Ministry of Internal Affairs

Table 9-6 Capital projects, Internal Affairs (\$)

Island	Project/Programme	2018/19 Estimate	2019/20 Budget	2020/21 Estimate	2021/22 Projection	2022/23 Projection
Rarotonga	Vaka Maintenance Capital Projects	45,000	50,000	50,000	50,000	50,000
	Total	45,000	50,000	50,000	50,000	50,000

Vaka Maintenance Capital Projects

An annual budget of \$50,000 is provided to the Ministry of Internal Affairs to undertake small capital projects such as road-side maintenance and beautification around Rarotonga.

9.2.6 Ministry of Finance and Economic Management

Table 9-7 Capital projects, MFEM (\$)

Island	Project/Programme	2018/19 Estimate	2019/20 Budget	2020/21 Estimate	2021/22 Projection	2022/23 Projection
Rarotonga	FMIS purchase and implementation	434,511	468,836	0	0	0
Rarotonga	Te Mato Vai Rarotonga Water Upgrade	21,000,000	9,000,000	5,000,000	0	0
Rarotonga	AEOI ¹⁵ IT System	121,653	0	0	0	0
Rarotonga	Furniture and Material	0	100,000	0	0	0
Rarotonga	Mei Te Vai Ki Te Vai	60,000	1,000,000	1,000,000	1,000,000	1,000,000
Rarotonga	Shipping Vessel	0	2,500,000	0	0	0
	Total	21,616,164	13,068,836	6,000,000	1,000,000	1,000,000

Financial Management Information System (FMIS)

The FMIS supports the standardisation and integration of a centralised database accessible by Government agencies. Phase 1 - planning stage has come to an end, and the project has now progressed to phase 2 – system configuration. Funding has been provided to cover the remaining works around the system configuration for 2019/20.

Te Mato Vai – Rarotonga Water Upgrade

Te Mato Vai is progressing with the completion of Stage 2 of the project. Stage 2 will establish a new pipe network and significant upgrades to 10 of the Island's 12 water intake sites, introducing new treatment and storage facilities to manage demand more effectively. The contract for the design and construction of Stage 2 was awarded to McConnell Dowell in August 2017. McConnell Dowell mobilised by the end of 2017, with construction now underway. Construction at the Turangi and Avana intake sites has commenced, as well as trunk main upgrades at Papua. The aim is to complete all Stage 2 construction in 2020. Further information including Stage 1 and Stage 2 works can be sourced from www.tematovai.com.

Mei Te Vai Ki Te Vai / Water & Associated Services Programme (WASP)

The project includes an environmental monitoring and investigation program for the Muri and Avana lagoon area, early measures to address the sea water quality issues in the short-term, the design of permanent infrastructure for improved wastewater management in the long-term and the establishment of a Crown-owned water and wastewater authority.

MFEM Building Extension – Furniture and Materials

Funding has been provided for the purchase of furniture and fittings in 2019/20 for the new building to house FMIS.

Shipping Vessel

The Cook Islands Government has allocated \$2.5 million for the procurement of a bulk cargo shipping vessel that is intended to provide regular, affordable and reliable cargo shipping services between Rarotonga and the Pa Enua. The vessel will also support the implementation of the Government's planned Pa Enua infrastructure projects over the 2019/20 estimates and forward budget period.

¹⁵ <https://www.oecd.org/tax/automatic-exchange/>

9.2.7 Office of the Prime Minister

Table 9-8 Capital projects, OPM (\$)

Island	Project/ Programme	2018/19	2019/20	2020/21	2021/22	2022/23
		Estimate	Budget	Estimate	Projection	Projection
Aitutaki	Aitutaki Renewable Energy Project	1,219,384	0	0	0	0
Atiu	Atiu Power Distribution	454,253	0	0	0	0
National	Government IT Network	40,000	650,000	300,000	300,000	300,000
National	Southern Group Renewable Energy Project	1,494,370	0	0	0	0
Mangaia	Mangaia School Bus	87,307	0	0	0	0
National	Renewable Energy Project Management and Support	250,000	250,000	0	0	0
Total		3,545,314	900,000	300,000	300,000	300,000

Government IT Network

Additional funding has been provided to enable the Office of the Prime Minister to undertake a whole of Government ICT network upgrade. This includes the replacement of ICT equipment, upgrades to the current server room and the establishment of an external data backup centre to house whole of Government information and to ensure business continuity and security. This funding is also for the ongoing implementation and maintenance of the government network. This includes work on integrating the Pa Enea into the Government network, with work set to commence on Mitiaro and Rakahanga in 2019/20 before rolling it out to the remaining islands over the medium-term.

Renewable Energy Management Project

In 2019/20, \$250,000 is appropriated for the management team to continue to oversee the remaining work required for the Southern Renewable Energy Project, including Aitutaki.

9.2.8 Cook Islands Police Services

Table 9-9 Capital projects, MOE (\$)

Island	Project/Programme	2018/19	2019/20	2020/21	2021/22	2022/23
		Estimate	Budget	Estimate	Projection	Projection
Rarotonga	Integrated Communication System (PABX)	0	70,000	0	0	0
Total			70,000	0	0	0

Integrated Communication System (PABX)

Funding has been provided for the purchase of a new Integrated Communications system. The current communications system was purchased from Telecom Cook Islands in 2007 which was used to manage incoming emergency calls. Due to the wear and tear of the current system, it was identified that the system will need to be replaced in the 2019/20 financial year.

9.2.9 Capital Funds Committee – Administered by MFEM

Table 9-10 Capital projects, MOE (\$)

Island	Project/Programme	2018/19	2019/20	2020/21	2021/22	2022/23
		Estimate	Budget	Estimate	Projection	Projection
National	Capital Distribution Fund	930,135	800,000	800,000	800,000	800,000
Pa Enea	Outer Island Small Capital Fund	110,000	110,000	110,000	110,000	110,000
Total		1,040,135	910,000	910,000	910,000	910,000

Capital Distribution Fund – Top up

The Ministry of Finance and Economic Management is responsible for administering the Capital Distribution Fund which includes the purchase and replacement of vehicles and small capital equipment across all Agencies. This was budgeted at \$300,000 for 2019/20 and \$250,000 for 2020/21 and 2021/22 respectively with the intention of replacing whole of Government vehicles and capital equipment in order to bring them up to acceptable standards and in line with the Government Fleet Management Plan Policy. Additional funding has been provided over the medium-term to cater for this.

10 Tax Exemptions (Expenditure)

10.1 Introduction

A key element of fiscal transparency is the analysis and management of tax expenditures. Tax expenditure in broad terms, is a tax provision that deviates from a benchmark tax system.

Tax expenditures may take a number of forms: exclusions, exemptions, allowance, deductions, credits, preferential tax rates, or tax deferrals. Tax holidays and tax free zones are tax expenditures subject to specific time periods or geographical areas.

To identify what a tax expenditure is, a normative or a benchmark tax structure must be established. In the case of the Cook Islands, the benchmark tax structure is the existing tax regime as governed by the following Acts:

- Income Tax Act 1997;
- Value Added Tax Act 1997;
- Customs Revenue and Border Protection Act 2012; and
- Customs Tariff Act 2012.

10.2 Import duty

Concession on fuel to the outer islands

The import duty rate for Rarotonga is 28 cents per litre on petrol and 22 cents per litre on diesel.

Fuel to all outer islands is free of duty except Aitutaki where the rate is 15 cents per litre on petrol and 5 cents per litre on diesel. These concessions are estimated to cost around \$620,000 in 2019/20.

Concessions for returning Cook Islanders

All duties are waived for returning Cook Islanders who have been away for more than three years and are returning to live in the Cook Islands for the next three years.

The estimated cost to revenue of the concession provided in 2019/20 is estimated to be \$500,000.

Concessions for non-Cook Islanders

All duties are waived for non-Cook Islanders who have been away for more than three years and are arriving to live in the Cook Islands for the next three years.

The estimated cost to revenue of the concession provided in 2019/20 is estimated to be \$100,000.

Duty free jet fuel

There is no duty payable on jet fuel and aviation kerosene supplied to jet propelled aircraft.

Concession for non-profit and religious organizations

Goods imported by non-profit and religious organizations, schools and for disaster relief are exempt of duty upon importation. The estimated cost of providing this exemption in 2019/20 is estimated to be \$20,000.

Concessions for imported goods for public projects

All duty is waived for approved public projects. The estimated cost to revenue of the concession provided in 2019/20 is estimated to be \$50,000.

10.3 Income tax

Income below \$11,000

Every individual on a pro-rata basis of residency in the Cook Islands are exempted for the first \$11,000 of their assessable income.

Deductions allowed in respect of donations to charitable organisations

Charitable donations are deductible from taxable incomes at the marginal rate of one's income. The minimum donation is \$200 and the maximum donation is \$5,000 per annum.

The estimated cost to revenue of this deduction provided is \$250,000 based on past rebate claims and deductions made.

Income of the Queen's Representative

The income of the Queen's Representative is tax exempt. The cost of this exemption is estimated to be \$30,000 per year.

Pensions arising from disability or from services provided in respect of any war

All 'war pensions' and allowances paid to persons who served in a war or were injured during any service in the armed forces of any nation are exempt of income tax.

Income from approved superannuation funds

Incomes derived by either the New Zealand Government Superannuation Fund or by a superannuation fund approved by the Collector are exempt from tax.

Income derived by charitable organisations

All income derived by charitable organizations are exempt of tax. There are an estimated 30 to 40 charitable organizations in any given year.

Income derived by promoters of amateur sports

All income derived in the promotion of amateur sport is exempt of tax.

Income derived under a government approved supplementary scheme

Incomes derived by teachers and other employees approved by Government under a supplementary scheme are exempt of tax. This applies only to the supplementary income received, not the income paid by the Cook Islands Government.

Income derived by consular and diplomatic personnel

Income derived by consular and diplomatic personnel are exempted under the Diplomatic Privileges and Immunities Act 1968.

It is estimated that this concession costs around \$100,000 a year, but this is offset somewhat by the reciprocal treatment of Cook Islands diplomatic staff based in New Zealand being exempt from New Zealand taxation.

Income derived from a foreign source in the context of international foreign aid

Income derived in the context of foreign aid, paid by a non-resident to a non-resident employer is exempt of tax.

95 per cent of incomes derived upon retirement

Where an individual retires from employment, only 5 per cent of the retirement payment is subject to tax.

10.4 Value-added tax

The following are exempt of value-added tax (VAT):

- Financial services.
- Attendance dues paid to private schools.
- Goods imported by non-profit and religious organizations, schools and for disaster relief are exempt of VAT upon importation. The estimated cost of providing this exemption in 2019/20 is estimated to be \$100,000.
- All VAT is waived for approved public projects. The estimated cost to revenue of the concession provided in 2019/20 is estimated to be \$500,000.
- Goods imported by the Queen's Representative and New Zealand High Commission are exempt of VAT upon importation. The estimated cost to revenue of the concession provided in 2019/20 is estimated to be \$20,000.

11 Crown Debt and Net Worth

11.1 The Loan Repayment Fund (LRF)

In February 2014, the Parliament of the Cook Islands passed the Cook Islands Loan Repayment Fund (LRF) Act 2014 formally creating a Loan Repayment Fund (LRF). The aim of the LRF is to quarantine funds previously accumulated for loan repayments and to prevent them from being utilized for anything outside of debt servicing requirements.

The LRF Act ensures a framework for the prudential management of all sovereign debt and the timely allocation of money from the Budget for debt servicing.

Since its enactment, the LRF has become the official means by which the Cook Islands Government (Crown) manages its debt portfolio.

Table 11-1 Loan Repayment Fund Statement (NZD '000)

	2019/20	2020/21	2021/22	2022/23	2023/24
Opening LRF balance	20,922	21,427	21,128	20,066	18,977
Contribution to LRF principle	7,696	7,950	7,977	7,923	7,732
Contribution to LRF interest	2,228	2,076	1,876	1,681	1,489
Transfer in	9,924	10,026	9,854	9,604	9,222
Interest earned (avg. 2%)	418	429	423	401	380
Total transfer in	10,343	10,454	10,276	10,006	9,601
Repayment of Prepaid SOE debt					
Principal	790	792	776	697	701
Interest	84	76	67	60	53
Total repayment from LRF	875	869	843	756	754
Repayment of other debt					
Principal	6,524	7,381	8,199	8,246	8,328
Interest	2,440	2,504	2,296	2,092	1,890
Total repayment other debt	8,964	9,884	10,495	10,338	10,218
LRF stock balance	21,427	21,128	20,066	18,977	17,608

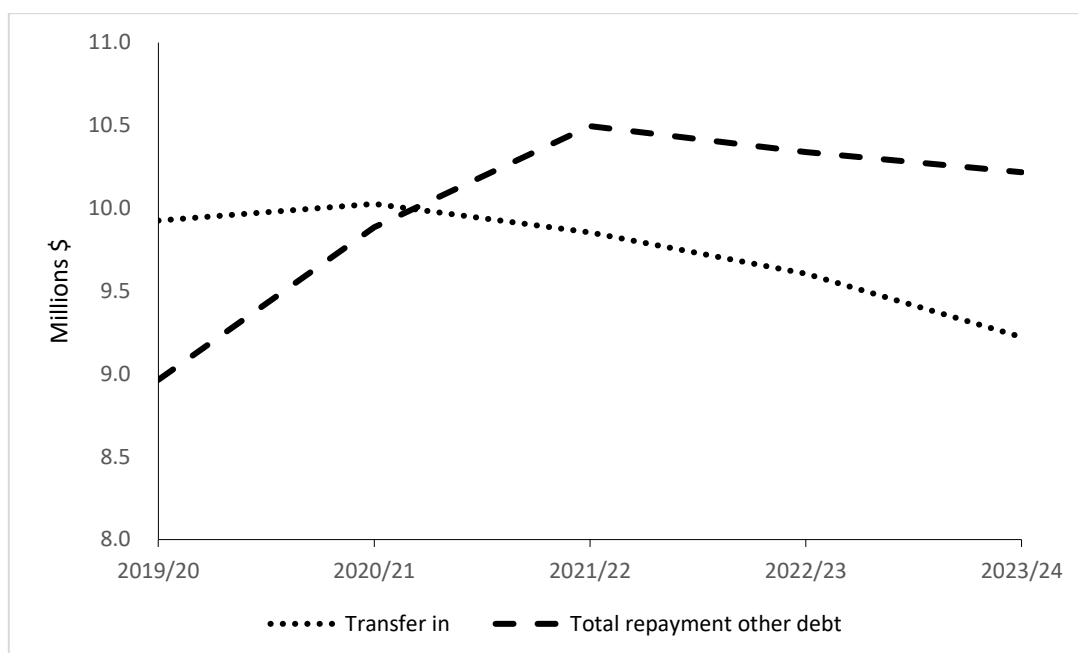
The 2019/20 opening balance includes funds that was tagged for repayments of 'Prepaid SOE Debt', the contribution into the LRF is therefore the estimated smoothed (see below) debt servicing net of Prepaid SOE Debt.

The net contributions into the LRF are 'smoothed' in order to reduce the volatility to the Crown's cash reserves from new debt obligations and exchange rate shocks. The contribution is calculated at the start of each financial year as mandated by Section 7(1) of the LRF Act, using the estimated average debt servicing requirements for the next five years, i.e. current plus four forward years.

The figures do not include any provisions related to the Disaster Recovery Mechanism (DRM) loan from the Asian Development Bank (ADB), which will only be triggered and drawn down in the event of a catastrophe.

Figure 1.1 demonstrates that payments made into the LRF do not match the debt servicing profile until 2020/21 (excluding interest revenue) due to the smoothing effect of LRF contributions.

Figure 11-1 LRF Smoothing Effect



The payments into the LRF will fall in a stepped manner as the current loan stock is repaid. Equally, payments into the LRF will rise if new loans are approved, committed and drawn down.

The debt repayments made from the LRF for principal and interest obligations are estimated at the time of the Budget and will be subject to changes in foreign exchange rate and draw down schedule variations.

11.2 Gross Debt owed by the Crown

Total gross debt owed by the Crown estimated to the end of 30 June 2020 is \$129.47 million, which includes \$18.69 million in committed but yet to be disbursed loans. The undisbursed loans relate to \$13.95 million for the DRM loan which is only triggered and drawn down in the event of a catastrophe and \$4.74 million for the Undersea Broadband Cable loan, estimated to be drawn in 2020/21.

Table 11-2 Gross Debt by Crown estimated to 30 June 2020 (\$ million)

	Direct Debt	SOE Debt	Gross Debt
Loans committed and drawn	58.94	51.83	110.78
Loans committed but not drawn	13.95	4.74	18.69
Total Commitment	72.89	56.57	129.47

The \$56.27 million of loans held on behalf of/and by SOE's include a \$3.02 million commercial loan taken directly by the Airport Authority to fund necessary upgrade to the Instrument Landing System (ILS) for Rarotonga Airport.

11.2.1 Status of Crown debt by individual loan

Table 1.4 lists the estimated balance of each loan to the end of the 2019/20 financial year.

Total drawn down loans of \$110.78 million is the estimated direct liability in the Crown's balance sheet. However, the Crown is committed to an additional \$18.69 million of loans related to \$13.95 million DRM loan that will only be utilised and disbursed in the event of a catastrophe and the Undersea Broadband Cable loan (\$4.74 million) which is estimated to be drawn down in the 2020/21 financial year.

The Undersea Broadband Cable, called the Manatua Cable project, is supported and funded by the borrowing from the ADB (\$USD15.0 million) and grant by the New Zealand government (NZD\$14.9 million). Both development partners have worked with the Cook Islands Government with the interest of building better connectivity in the Pacific for a number of years leading to the eventual development of the Manatua Cable.

Table 11-3 Status of Government loans to 30 June 2020

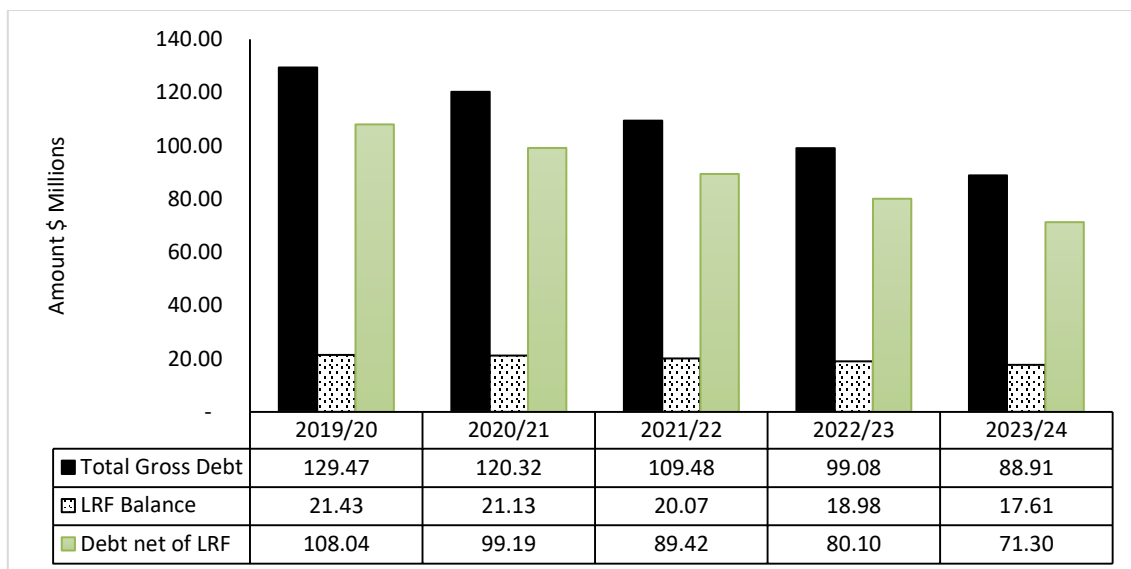
Loans committed and drawn	Date loan taken	Original loan amount (000's)	Expected date of Repayment	Current Balance (\$NZD 000's)
ADB 461 (SF) Multi Project	November, 1980	USD 1,000	August, 2020	53
ADB 567 (SF) CIDB Project	July, 1982	USD 1,500	April, 2022	161
ADB 849 (SF) 2nd Multi-Project	December, 1987	SDR 2,150	August, 2027	1,254
ADB 1031 (SF) Outer Islands Telecom Project	October, 1990	SDR 3,578	August, 2030	3,355
ADB 1155 (SF) 2nd CIDB Project	March, 1992	SDR 1,085	December, 2031	870
ADB 1171 (SF) Emerg. Telecom Rehab Project	August, 1992	SDR 349	June, 2032	302
ADB 1309 (SF) Pearl Industry Dev. Project	December, 1994	SDR 272	August, 2034	358
ADB 1317 (SF) Educ'n Dev Project	February, 1995	SDR 1,852	August, 2034	2,182
ADB 1380 (SF) 3rd CIDB Project	January, 1996	SDR 1,977	September, 2035	1,884
ADB 1466 (SF) Economic Restructure Program	September, 1996	SDR 3,430	September, 2036	4,325
ADB 1588 (SF) Cyclone Emergency Rehab Project	January, 1997	SDR 583	January, 2038	763
Restructured French Loans	January, 1999	Euro 5,413	September, 2018	0
ADB 1832 (SF) Waste Mgt Project	December, 2001	SDR 1,695	June, 2033	1,791
ADB 2174 (SF) Cyclone Emergency Assist Project	June, 2005	SDR 1,895	June, 2045	3,337
China - Multi-Functional Indoor Sports Stadium	August, 2008	RMB 74,100	August, 2028	8,465
ADB 2472 (OCR) Avatiu Port Development Project*	September, 2009	NZD 10,309	November, 2033	8,583
ADB 2473 (SF) Avatiu Ports Development project	September, 2009	SDR 4,524	November, 2040	5,538
ADB 2565 OCR Economic Recovery Support Program 1*	January, 2010	NZD 11,053	October, 2024	4,522
ADB 2739 (OCR) Amendment Avatiu Port project*	December, 2011	NZD 5,290	November, 2035	4,837
China - Rarotonga Water Ring Main Upgrade	December, 2012	RMB 118,000	December, 2032	22,103
ADB 2946 OCR Economic Recovery Support Program 2	December, 2012	NZD 11,053	October, 2027	4,531
ADB 3193 Renewable Energy Project	December, 2014	NZD 12,980	June, 2036	11,255
ADB 3479 - Disaster Risk Management	TBC	NZD 13,950	TBC	0
ADB 3632 - Loan for Undersea Broadband Cable	November, 2018	USD 15,000	2031	17,282
Commercial - Loan for Rarotonga Airport Equipment	January, 2018	NZD 3,206	2033	3,024
Total Loans Drawn Down				110,775
Loans committed but not drawn				
ADB 3479 - Disaster Risk Management	TBC	NZD 13,950	TBC	13,950
ADB 3632 - Loan for Undersea Broadband Cable	November, 2018	USD 15,000	2031	4,741
Total Loans committed but not drawn				18,691
Total Loans Commitment by the Crown				129,467

*These loans have been converted to NZD

11.2.2 Crown debt burden

Overall Crown debt gradually reduces in the outer years on the assumption that principal is repaid and the Crown does not undertake on new loans.

Figure 11-2 Cook Islands overall debt burden



11.3 Gross Debt by Currency

11.3.1 Exchange rate assumptions

The assumptions for the major exchange rates against the New Zealand Dollar (NZD), detailed in the table below, have been used to calculate future NZD flows.

Table 11-4 Exchange Rate Assumptions – 2019/20 – 2023/24

Currency	2019/20	2020/21	2021/22	2022/23	2023/24
EUR	0.5801	0.5694	0.5766	0.5732	0.5669
USD	0.6770	0.6960	0.7050	0.7080	0.7120
CNY	4.6136	4.6645	4.7182	4.7115	4.6615
SDR	0.4787	0.4776	0.4869	0.4875	0.4847

Figure 11-3 Assumed Changes in Major Exchange Rates (indices – 2018/19 = 100)

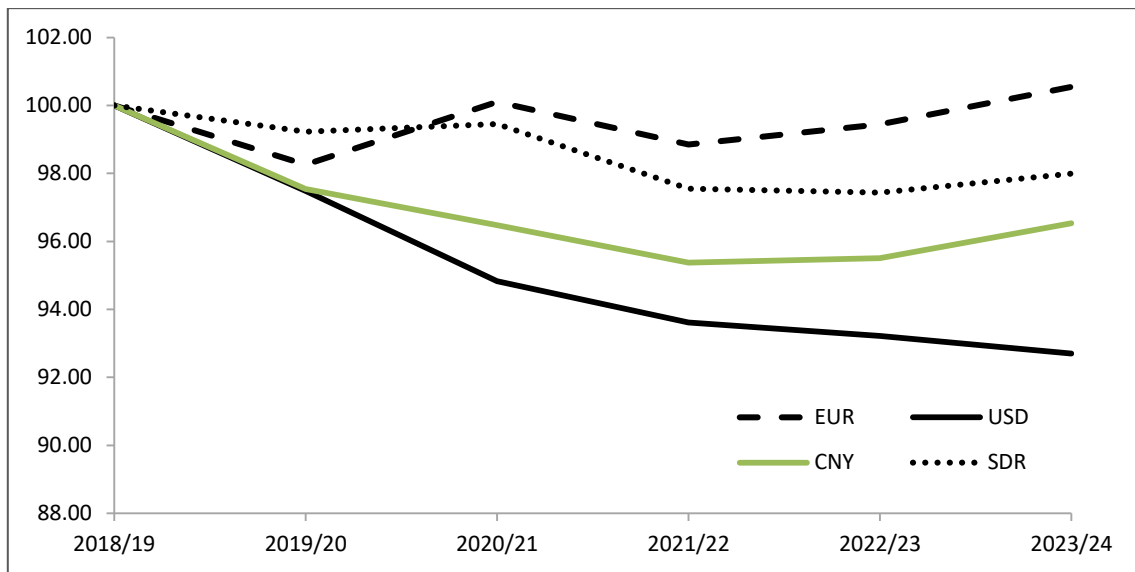
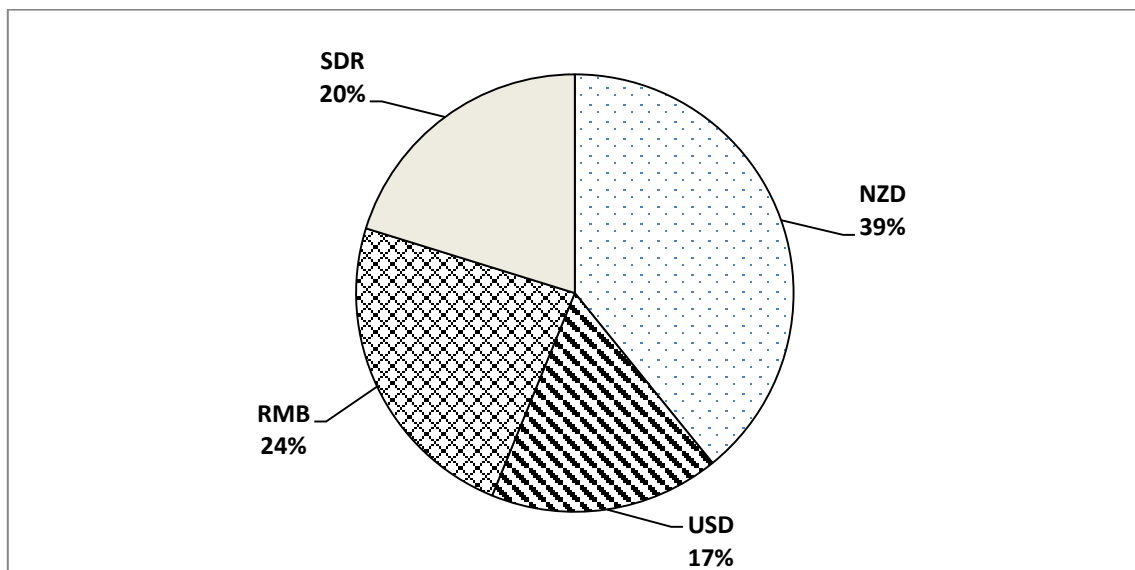


Figure 11-4 Overall Debt by Currency June 2020



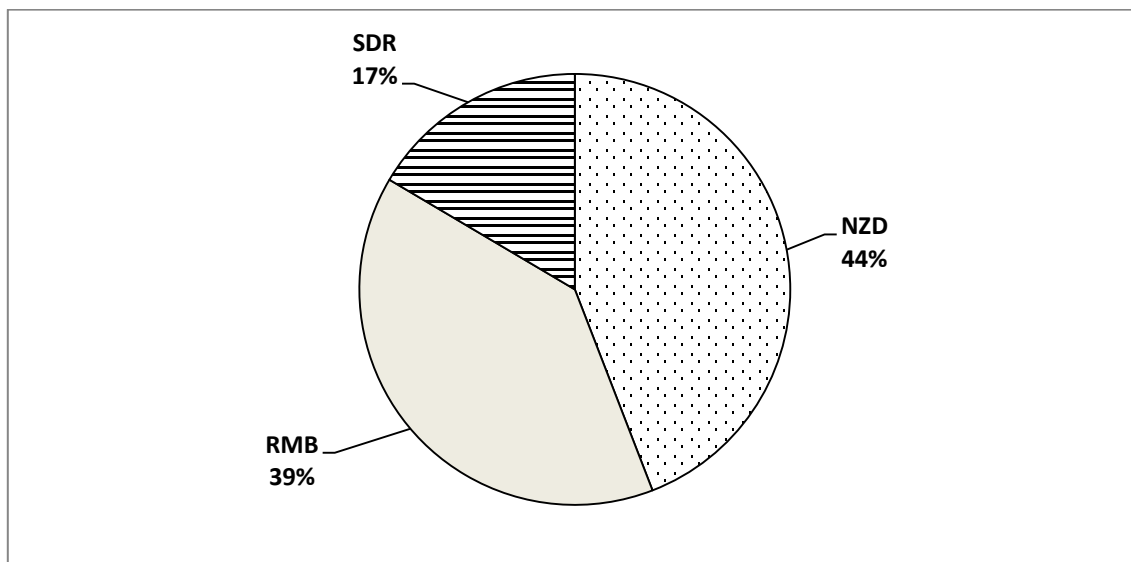
The NZD is forecasted to appreciate against our major trading currencies into the out years. Although 39 per cent of our total debt portfolio is held in the local currency, 71 per cent of debt is still held in foreign currencies. Managing the risk around exchange fluctuations remains a high priority for government.

11.3.2 Debt held directly by the Crown

The Crown direct debt, i.e. debt not held by or on behalf of SOE's, is estimated to be \$72.89 million at the end of the 2019/20 financial year, which includes \$13.95 million of Disaster Recovery loan which will only be used in the event of catastrophe.

Directly held Crown debt is mainly denominated in NZD with 44 per cent, the remaining 56 per cent are denominated in foreign currencies, 39 per cent in Chinese renminbi (RMB) and 17 per cent in International Monetary Fund's Special Drawing Rights (SDR), as shown in Figure 1.5.

Figure 11-5 Projected Composition of Direct Crown Debt at 30 June 2020 by Currency

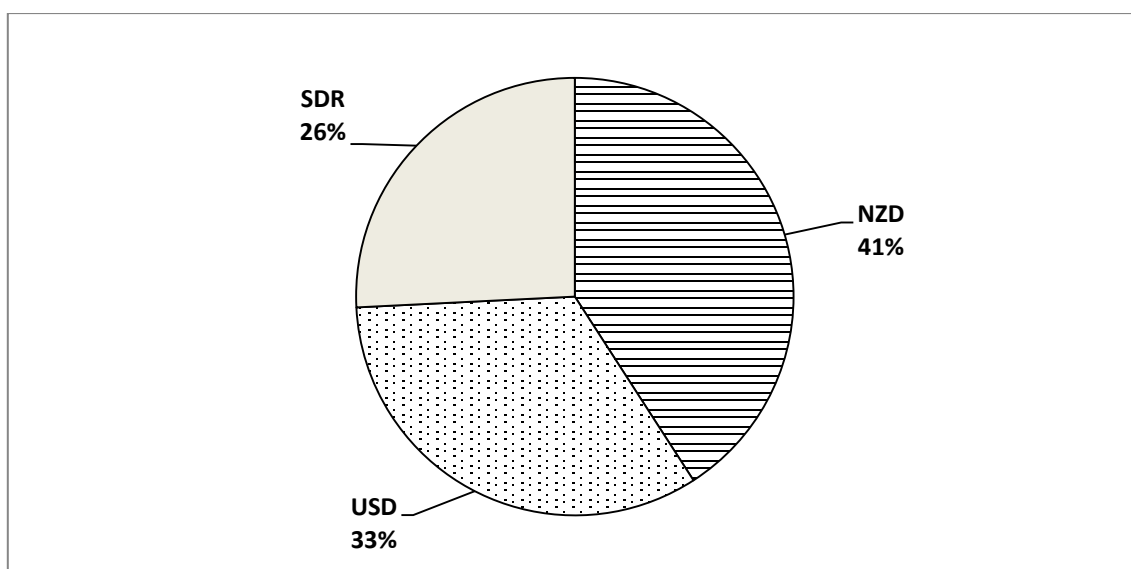


11.3.3 Debt held on behalf of SOE's

Debt held by Crown on behalf of and by SOE's is estimated to be \$56.27 million by the end of the 2019/20 financial year. The undisbursed loan for the undersea broadband cable is now classified as on-lent loan to Avaroa Cable Limited (ACL) – an SOE setup to manage the implementation of the cable services to telecom retailers.

Debt held under this category is also mainly denominated in the local currency with 40 per cent, followed by USD at 34 per cent and SDR with 26 per cent, as shown in Figure 1.6.

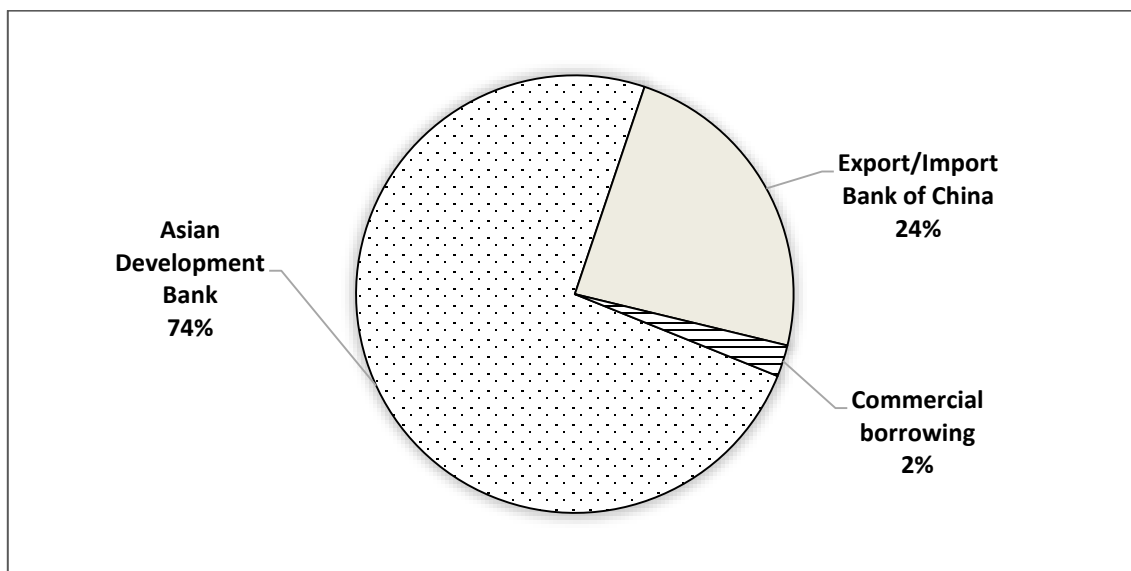
Figure 11-6 Projected Composition of SOE Debt at 30 June 2020 by Currency



11.4 Gross Debt by Lenders

11.4.1 Overall Gross Debt

Figure 11-7 Gross Crown Debt Estimates by Lender

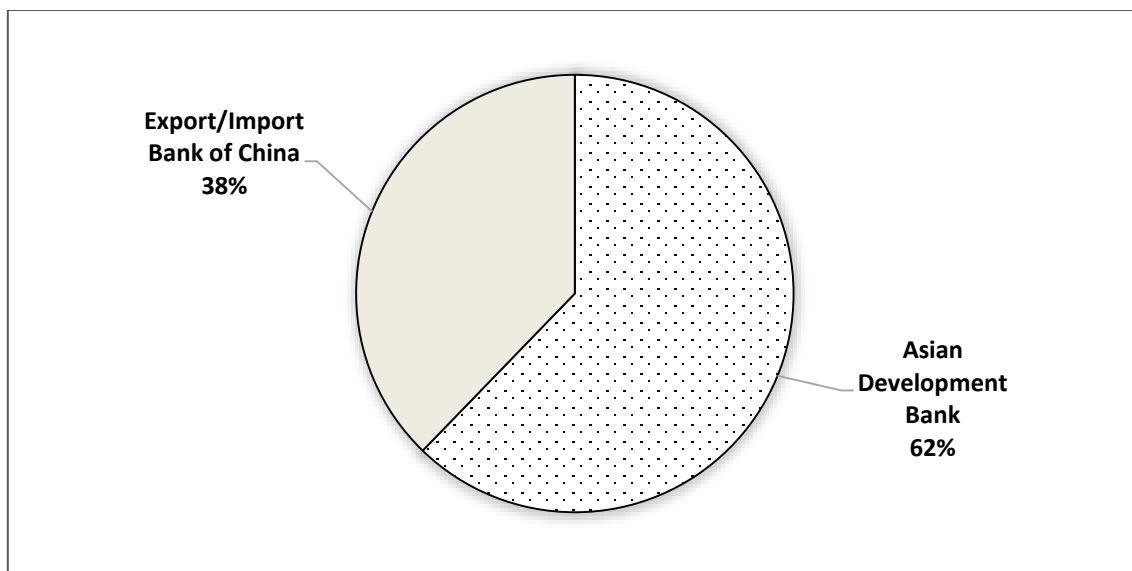


The Cook Islands government is estimated to have an overall gross committed debt of \$129.47 million by the end of June 2020. The ADB is our main lender with 74 per cent, followed by the Export/Import Bank of China (EXIM Bank) with 24 per cent and two per cent held by local commercial financial institutions.

11.4.2 Debt held directly by the Crown

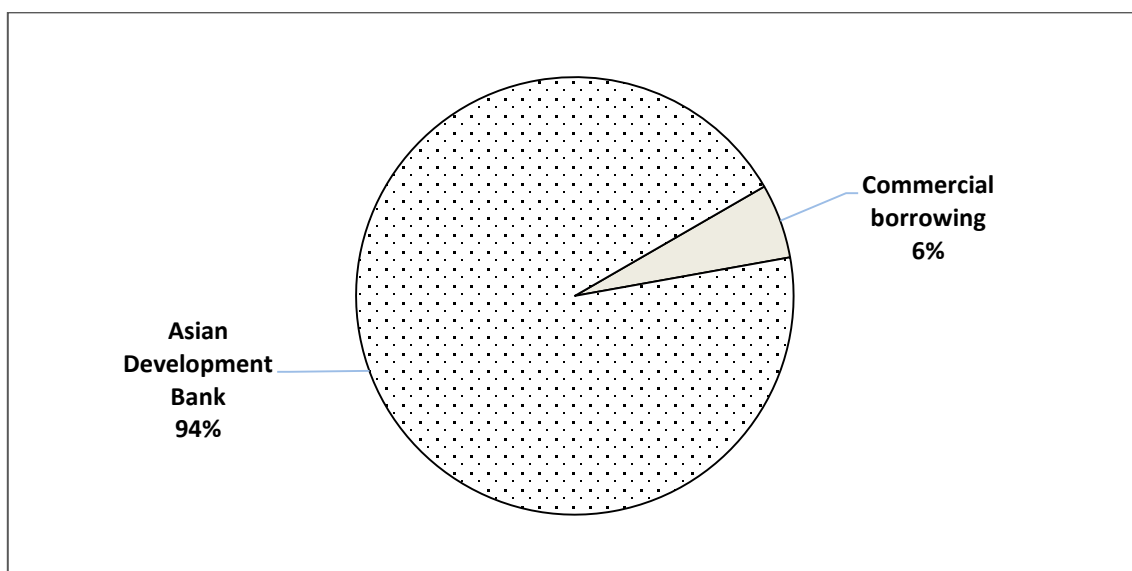
Direct gross debt is estimated to be \$72.89 million by June 2020 and is held by two key lenders, the ADB with 62 per cent and 38 per cent from the EXIM Bank.

Figure 11-8 Gross Direct Crown Debt Estimates by Lender



11.4.3 Debt held on behalf of SOE's

Figure 11-9 SOE Debt Estimates by Lender

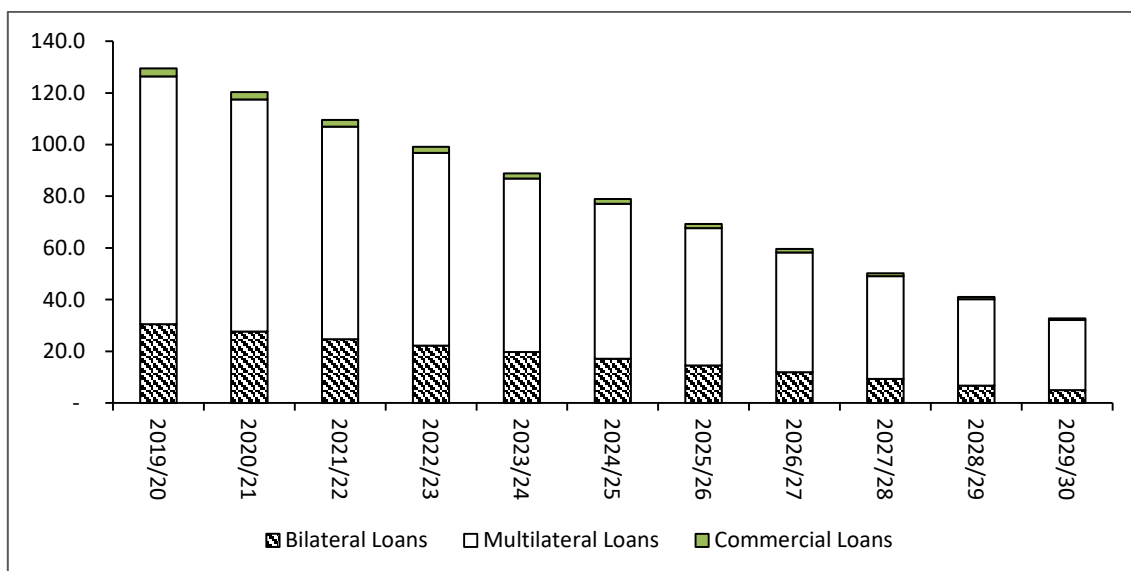


Debt held by Crown on behalf of and by SOE's is estimated to be \$56.57 million by the end of the 2019/20 financial year. The ADB holds 94 per cent with only six per cent coming from commercial sources related to funding towards the Rarotonga Airport ILS loan.

11.5 Gross Debt by Source

Figure 11-10 summarises the debt profile of existing loan agreements over the next 10 years, broken down by source - multilateral lenders (only the ADB) and bilateral lenders (predominantly EXIM Bank). The commercial loan relates to the direct loan taken by the Airport Authority with a commercial bank.

Figure 11-10 Gross Crown Debt Estimates by Source (\$million)



11.6 Net Debt

The internationally accepted definition of net debt is total gross debt (all public sector debt and currency on issue) less total financial assets corresponding to those debt instruments (for example cash). Under this definition, the Crown's net debt position would only be \$30.42 million or 5.23 per cent of GDP.

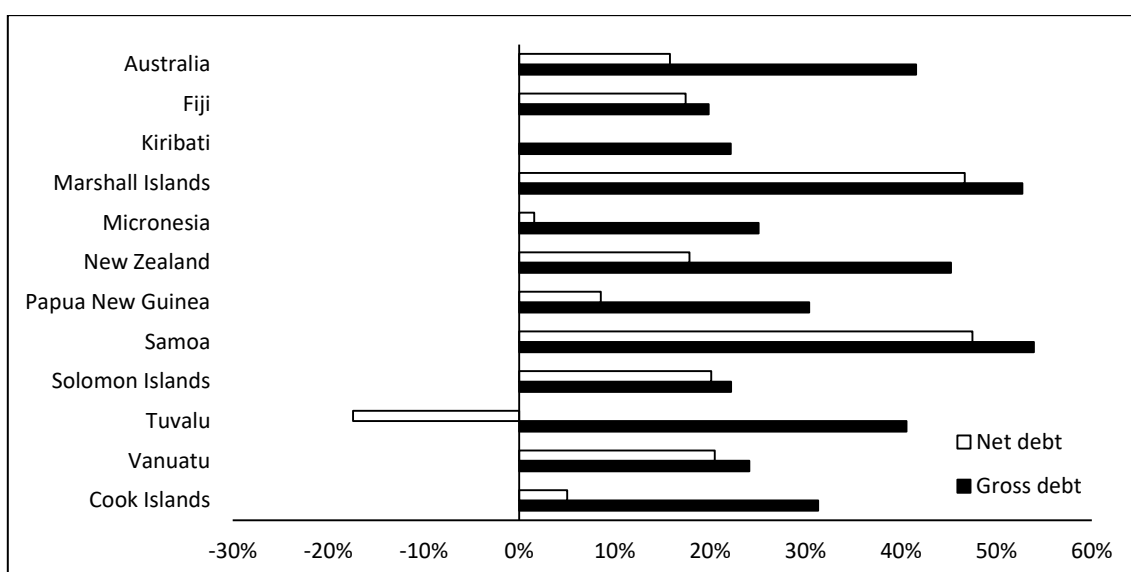
Table 11-5 Net Debt

Gross Debt + Currency on Issue (\$4.1 million)	133.57
Less Financial Assets ¹⁶	103.15
Net Debt	30.42

International comparisons of net debt are made on the basis of the international definition of net debt. On this basis, the Crown's debt profile sits in the upper-mid-range of Pacific nations, including Australia and New Zealand.

¹⁶ – Financial Asset includes Cash and Cash Equivalent, Loan Repayment Fund and Stabilisation Fund (refer to chapter 4.4 on Establishment of Reserve Funds).

Figure 11-11 Regional Comparison of public debt profiles¹⁷



However, for the purpose of prudent fiscal management, the Crown excludes cash reserves and currency issued from the net debt definition. On that basis, the Crown's 'Net Debt' is equivalent to total gross debt net of the LRF (the difference between the total gross debt and funds held in the LRF).

Net debt under this more conservative definition is estimated to be \$108.04 million (19 per cent of GDP) by the end of June 2020.

11.7 Debt Headroom

Table 11-6 Current Borrowing Statement (\$ million)

Current Statement	2019/20	2020/21	2021/22	2022/23	2023/24
Gross Crown Debt	129.47	120.32	109.48	99.08	88.91
<i>Direct Crown Debt</i>	63.68	57.75	51.68	46.17	40.90
<i>SOE debt</i>	51.83	48.61	44.44	40.70	36.97
<i>Contingent (Disaster) debt</i>	13.95	13.95	13.37	12.21	11.04
... net of LRF	108.04	99.19	89.42	80.10	71.30
... net of LRF, as percentage of GDP	19%	16%	14%	12%	11%
Loan Repayment Fund Held	21.43	21.13	20.07	18.98	17.61
Gross Debt Servicing	9.84	10.75	12.05	12.50	12.35
<i>Direct Crown Debt</i>	6.92	6.62	7.10	7.67	7.56
<i>SOE debt excl. Cable loan</i>	2.71	2.79	2.77	1.98	1.30
<i>Contingent (Disaster) debt</i>	-	-	-	0.71	1.41
Net Debt Servicing	7.13	7.96	9.28	9.81	9.65
... as percentage of Total Revenue	3.92%	4.28%	4.90%	5.10%	5.01%

¹⁷ The data for Australia (obtained from the IMF) is federal government only, and the levels of debt for all levels of government would be higher than presented.

The GDP numbers have been revised upward, refer to the section on GDP, as a result the net Crown debt to GDP has been revised downward to 19 per cent, well within the fiscal responsibility ratio threshold of 30 per cent.

Figure 11-12 illustrates the projected levels of net Crown debt to GDP against the fiscal responsibility threshold.

Figure 11-12 Net Debt to GDP target to June 2020

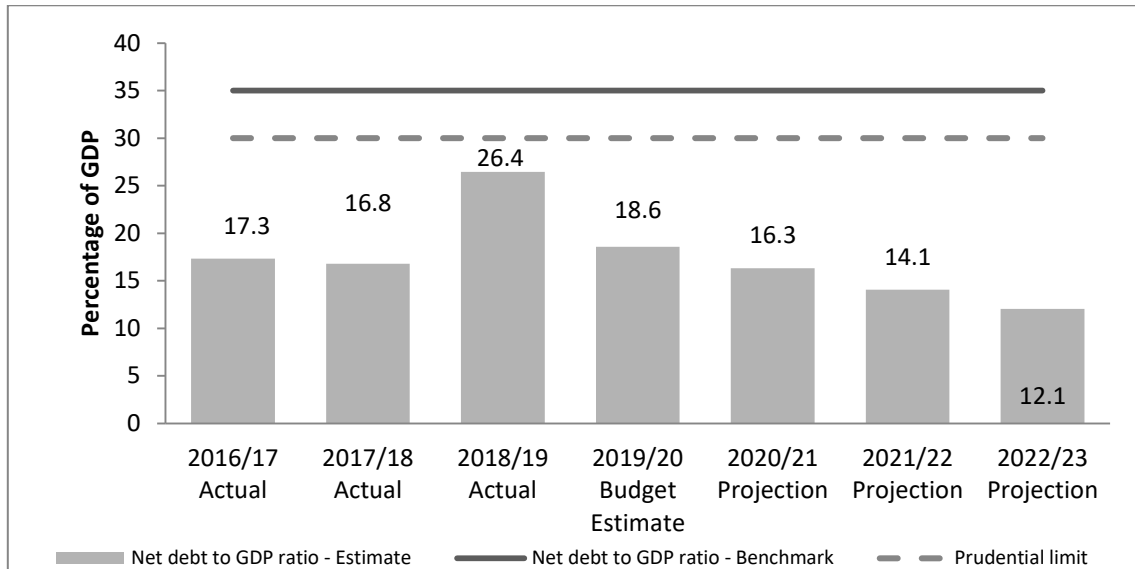
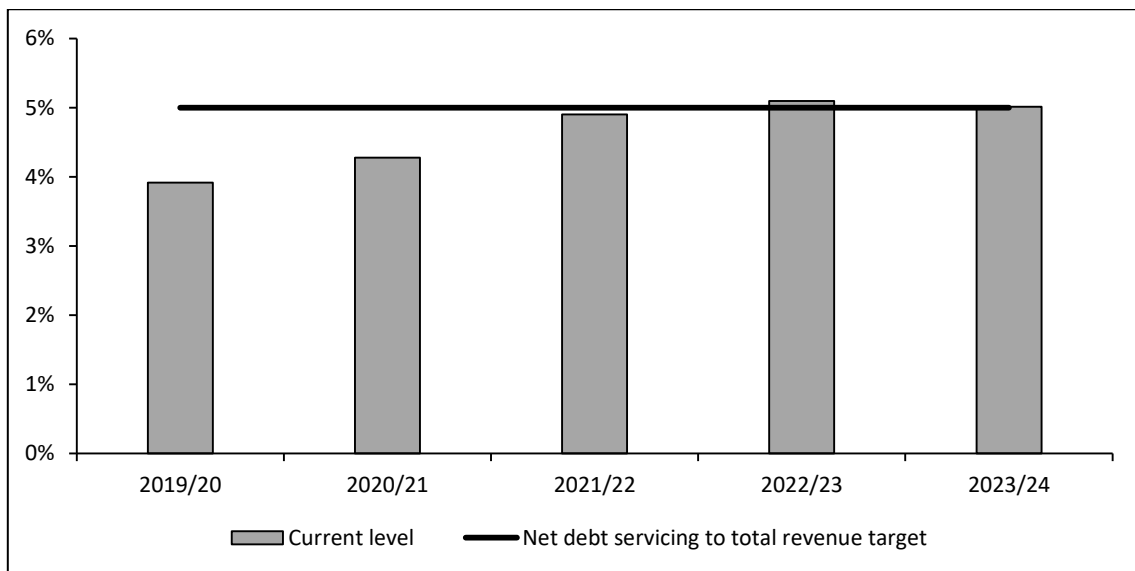


Figure 11-13 illustrates Crown’s net debt servicing to total Revenue – the guide is for net debt servicing to total revenue to be less than five per cent.

Figure 11-13 Net debt servicing to total revenue target to June 2020



The current estimated debt servicing to total revenue for 2019/20 is within the guide limit at four per cent, however it is estimated to surpass this limit from 2022/23 onward due to the grace period terms of the Manatua submarine cable loan lapsing. This is based on the assumption that there are no recovery payments from the ACL. This assumption will be revised once we have more information on government’s policy relating to the pricing and operation of the ACL.

The net debt servicing to total revenue target ensures that there are sufficient means to service debt from the operating revenue. This ratio measures how much debt servicing is crowding out other components of government spending.

An independent assessment undertaken by the ADB in 2013 concluded that the five per cent debt servicing to revenue ratio was likely too conservative and inconsistent with the debt to GDP ratio constraint. The review noted that a more reasonable and consistent ratio of debt servicing to revenue would be 10 per cent.

11.8 Crown Debt Sensitivity Analysis

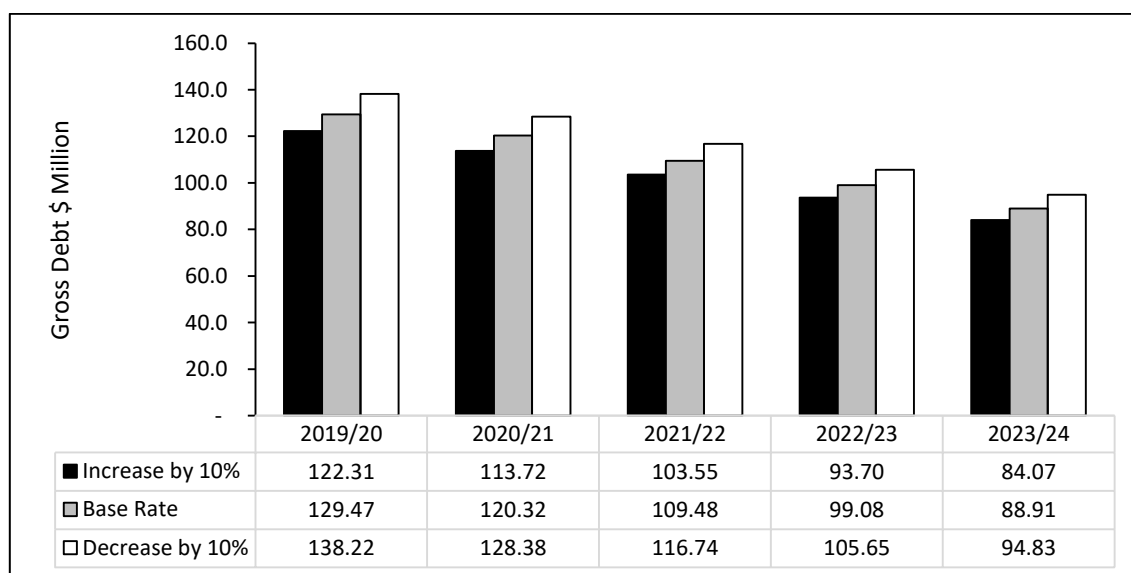
Table 11-7 Base exchange rates assumptions used in 2019/20 Budget with +/- 10 per cent

Foreign Exchange Currency	-10%	Budget Assumption Rate	+10%
EUR	0.5221	0.5801	0.6381
USD	0.6093	0.6770	0.7447
RMB	4.1522	4.6136	5.0750
SDR	0.4308	0.4787	0.5266

Movements in the value of the NZD against Crown's major trading currencies remains a risk. The sensitivity analysis demonstrates the impact of a 10 per cent appreciation or depreciation by the NZD to determine the impact on the gross borrowings and the debt servicing cost.

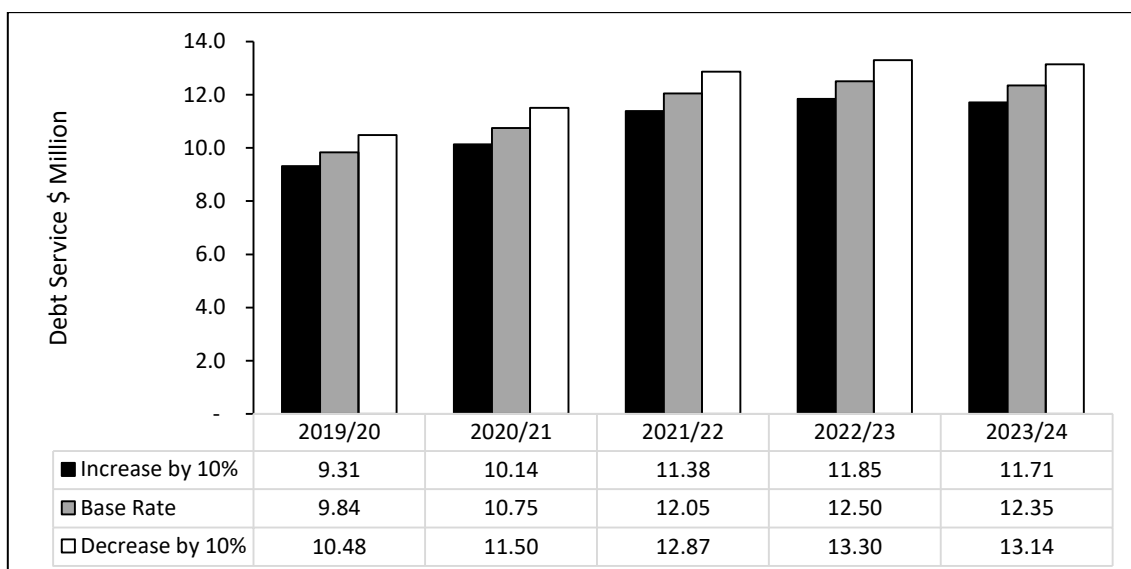
11.8.1 Sensitivity of Current Debt Stock to Exchange Rate Movements

Figure 11-14: Sensitivity of Direct Crown Gross Debt to NZD movements



If the relevant NZD exchange rates were to depreciate by 10 per cent against trading foreign currencies, Crown debt estimated to the end of June 2020 would increase by an estimated \$8.75 million compared to a \$7.16 million if the NZD were to appreciate by 10 per cent. This demonstrates the Crown's gross debt level is more adversely sensitive to depreciation of the NZD.

Figure 11-15 Sensitivity of Crown Debt Servicing Costs to NZD movements



A 10 per cent decrease in the foreign currency value of the NZD would increase debt servicing costs to the LRF by \$0.64 million in the 2019/20 year.

11.9 Long term debt projections and fiscal risks

Government does not have any immediate plans to take on additional direct borrowing.

Proposals to take on new loans must be treated under transparent processes as required by the MFEM Act 1995/96 and the LRF Act.

The LRF Act requires MFEM to analyse and report to the Parliament and the public on the impact of new borrowing in the context of Government lending policy, including the amortisation schedule, the impact on debt service burden of the government over the life of the loan, and an assessment of the sustainability of aggregate government debt. Reports should be made in advance of loan agreements being finalised.

11.10 State Owned Enterprise Debt

Since the enactment of the LRF Act, all new Crown debt (including SOE debt) must go through a full debt sustainability analysis, and be approved by Cabinet (via the Minister of Finance), on the advice of the Financial Secretary.

Airport Authority

The Airport Authority is currently paying off its loan from the commercial bank (2020: \$3.024 million). The estimate for 2019/20 includes an additional loan of \$1.0 million for the RESA project and for the building of the Air NZ cargo shed. The loan is to be secured by registered mortgage debenture over the assets and undertakings of the Authority.

The Airport Authority is considering further borrowings in the next 24 months to expand the passenger terminal facility at Rarotonga International Airport. This is currently estimated to cost an additional \$16.0 million. Other projects totalling \$8.0 million include the work to complete the RESA project, the building of the new VIP Lounge and the runway slab replacement project.

Te Aponga Uira

The Te Aponga Uira (TAU) is estimated to spend \$22.9 million in 2019/20 on renewable energy projects funded largely by Grant of \$10.7 million with the balance of \$12.2 million being self-funded. TAU is also anticipating an additional \$25.0 million on capital spending in the next four years following 2019/20, of which replacing the Cross-Island Feeder cables network is a major component, in addition to the ongoing renewable energy projects. Funding the additional work has not been confirmed but it is likely that TAU will consider external financing to meet its capital plans.

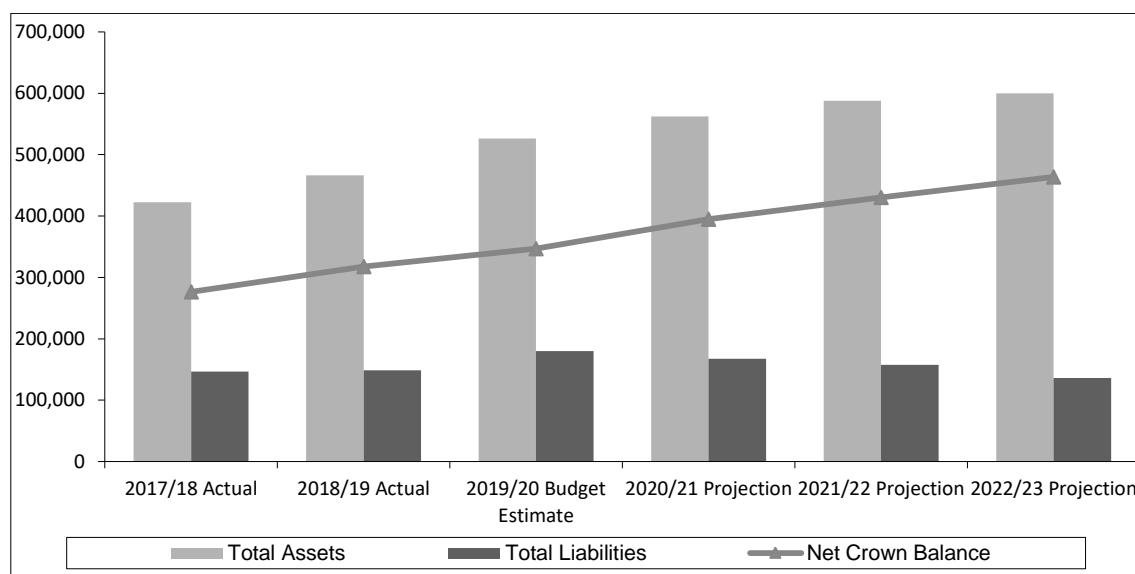
Ports Authority

The Ports Authority is currently repaying its loan obligations to the ADB (2020: \$18.96 million) and have made lump sum prepayments as part of managing its debt exposure to foreign exchange movement and more importantly continue to improve its serviceability. Taking on any further debt is not a feasible option given the high gearing position the Authority is already in.

11.11 Net worth

Government's net worth is the difference between Crown assets and Crown liabilities providing a snapshot of Government's ability/inability to service all its creditors. There are currently no clear guides to determining an optimal level of public sector net worth; however analysing the Government's net worth and what causes it to change can lead to understanding the need for appropriate policies.

Table 11-8 Net Worth 2019/20 to 2022/23, (\$000)



The estimated net worth of the Crown as at 2019/20 has increased from the 2018/19 actuals of \$314.1 million to \$368.2 million. This is a net movement of \$54.1 million. This net movement is caused by an increase in total Crown assets from increased capital growth in plant, property and equipment and as a result of the establishment of the Stabilisation Fund.

The Crown's net worth is expected to increase in the outer years from 2019/20 as long as there is an estimated operating surplus.

12 National Sustainable Development Plan (NSDP) 2016-2020

This is a national scorecard to assess our progress in achieving our national development vision:

2020 National Vision
“To enjoy the highest quality of life consistent with the aspirations of our people, and in harmony with our culture and environment”

2020 Orama
“Kia rauka te ora'anga firatirātū tei umuūmu'ia 'e te 'iti-tangata, tango'ia ki runga i tā tātou peu Māori 'ē te aotini tāporoporo'ia o te Basileia”

The NSDP articulates the Cook Islands development goals reflecting the priorities of our people across the social, cultural, economic and environmental dimensions of our Society underpinned by good governance and effective partnerships. There are 16 national goals which are interrelated, emphasizing the importance of partnership and collaboration. The NSDP guides Government in providing a clear policy direction and setting budget priorities for the medium term.

In 2018, saw the release of the second National Indicator report (2017) on the progress of the 66 national indicators spread across 16 national sustainable development goals in the NSDP 2016-2020 was released in September 2018¹⁸.

A summary of the goal results for 2017 (Year 2) are provided in Table 12-1.

12.1 Measuring our progress – a scorecard for development

The NSDP has since evolved over time to improve the outcome based indicators and strengthen the monitoring and evaluation framework that enables us to effectively measure our progress. Each year the Office of the Prime Minister will publish an Indicator Report which is presented to Parliament and the general public. This annual report will detail the status of each goal; where we are ‘on track’, ‘of concern’, and ‘off track’.

The first annual Indicator Report (2016-2017) was released in March 2018 and reflects on the status of 66 indicators which measure progress towards achieving the 16 goals in the NSDP by 2020.

















Results show progress is ‘on track’ with a number of national goals including increasing economic opportunities; access to affordable, reliable energy and transport; availability of quality education; sustainable agriculture; management of oceans, lagoons and marine resources.

Indicators with ‘of concern’ status range from statistics on the matters of inequality and welfare; waste management and sanitation systems; rates of non-communicable diseases and mental health; environment; climate change and natural disasters; culture; population; governance, justice accessibility and law and order.


























¹⁸ In this report, some preliminary work has been done in identifying Sustainable Development Goals (SDG) relatively aligned to the national indicators – 18 SDG indicators was identified. The information provided in the Report is from either the 2016/17 or 2017/18 financial year to report on progress for the 2017 calendar year. The release of Household Income and Expenditure Survey (“HIES”) 2016 and the Cook Islands Population Census 2016 will provide additional information in the next National Indicator Report.











The Government recognizes the need to focus on goals which are reported to be ‘of concern’ and priorities funding to finance projects related to such goals. In 2019/20 some of such projects include increasing the funding for the patient referral systems; increasing the funding for the management of the Suwarrow National Park; building Pa Enea Cyclone Centres; financing projects aimed at promoting good governance.

Table 12-1 National Sustainable Development Plan Status (2017)

SDGs	NSDP Goal	Status Trend ¹⁹	Summary of indicator results
 	 <p>Goal 1: Improve welfare, reduce inequality and economic hardship</p>		<p>‘Of concern’ with slow growth in lowest 20% of income with slight improvement in minimum livable income at NZD\$20,542; welfare goals progressing well with improvements in the equitable spread of wealth</p>
	 <p>Goal 2: Expand economic opportunities, improve economic resilience and productive employment to ensure decent work for all</p>		<p>‘On track’ with steady but slow growth of real median income at NZD\$21,504. Strong growth in tourism but more information and effort required for diversification of economy; employee wellbeing in the public service is ‘on track’. Labor force survey to provide more information on national wellbeing of employees, especially with migrant workers.</p>
	 <p>Goal 3: Promote sustainable practices and effectively manage solid and hazardous waste</p>		<p>‘Of concern’ with limited information on recycling for Rarotonga, Aitutaki and the rest of the Pa Enea. E-waste survey completed with report pending, but will require more information on the status and management of hazardous waste. MoU with private sector to repatriate recyclable and hazardous waste is on a ‘needs basis’.</p>
	 <p>Goal 4: Sustainable management of water and sanitation</p>		<p>Mixed results with low property numbers reported that comply with sanitation standards as per Regulations. However, major improvements made with improved water storage capacity for the Pa Enea through aid funded water tank project.</p>
	 <p>Goal 5: Build resilient infrastructure and ICT to improve our standard of living</p>		<p>Mixed results with concern of affordability of broadband offset by improvement in other ICT measures. Public asset register is being addressed but traction is a concern.</p>

¹⁹ The report identifies nine status trends using the ‘traffic light system (green: “on track”, yellow: “of concern”, red: “off track”) to identify levels of concern or urgency; and trends using the arrows and circle (up: “positive”, down: “negative”, circle: “no change”)

SDGs	NSDP Goal	Status Trend ¹⁹	Summary of indicator results
	 Goal 6: Improve access to affordable, reliable, sustainable, modern energy and transport		'On track' for renewable energy projects, with radical reduction of petrol, diesel and LPG imports. More information needed for affordability of electricity and transport connectivity.
	 Goal 7: Improve health and promote healthy lifestyles		'Of concern' with physical activity among youth, life expectancy, mental health and health expenditure. 'Off track' with the increase of sexually transmitted disease and slow decline of premature deaths from NCDs.
	 Goal 8: Inclusive and equitable quality education and promote life-long learning opportunities		'On track' and continuous improvement of literacy and numeracy, early childhood and secondary school education. 'Off track' for vocational and tertiary qualifications, but data needs updating. 'Of concern' for education spending.
	 Goal 9: Accelerate gender equality, empower all women and girls, and advance the rights of youth, the elderly and disabled		Mixed results with youth wellbeing and disability access still a concern. 'Off track' 15% political representation of women and 21% gender pay disparity for women.
	 Goal 10: Achieve food security and improved nutrition, and increase sustainable agriculture		'On track' for reported biosecurity outbreaks. 'Of concern' with early data of 12.6% of land use for agriculture for land used would be reducing slowly due to development and construction. Purchase and production of local food is 'off track' but information is lacking.
	 Goal 11: Promote sustainable land use, management of terrestrial ecosystems, and protect biodiversity		'Of concern' for extent of protected land, and biodiversity loss (kakeroi, tamanu, paua). 'Off track' for extent and state of wetland areas.
	 Goal 12: Sustainable management of oceans, lagoons and marine resources		'On track' for extent of marine protected areas as established under the Marae Moana Act 2017, and tuna catch against maximum sustainable yields. 'Of concern' with lagoon water quality, and 'off track' for coral coverage and economic returns from marine resources.
 	 Goal 13: Strengthen resilience to combat the impacts of climate change and natural disasters		'Of concern' with limited data for overall resilience; 'on track' for improved access to protection from cyclones in the Pa Enua, but 'off track' for cyclone readiness of public buildings and infrastructure.

SDGs	NSDP Goal	Status Trend ¹⁹	Summary of indicator results
	 Goal 14: Preserve our heritage and history, protect our traditional knowledge, and develop our language, creative and cultural endeavors		'Of concern' with limited data on population involvement in cultural activities (Census to inform on this in the next report); and digitising of cultural resources has commenced with about 30% of cultural items digitised. 'On track' for Cook Island Maori literacy rates. National Cultural Policy and Strategy completed.
	 Goal 15: Ensure a sustainable population, engaged in development for Cook Islanders by Cook Islanders		'Of concern' with the lack of information for the overall quality of life and the average performance of Government Ministries. 'On track' for voter turnout and research applications. Need to develop a national research agenda to better coordinate research needed for the Cook Islands. But 'off track' with the lack of local and foreign investment info and for the overall population decline despite the increase population for Rarotonga. More information from the Census 2016 required to update this measure.
 	 Goal 16: Promote a peaceful and just society and practice good governance with transparency and accountability		'Of concern' with limited information to access to justice except turnover of criminal cases disposed is 'on track'. No updated information provided for domestic violence, motor vehicle accidents caused by reckless driving; no information on reoffending rates; and low number of parliamentary sitting days is 'off track'. The financial responsibility index is progressing slowly, with the backlog of consolidated crown accounts audit a major concern. The financial management information system project will soon improve on this.

12.2 Investment by NSDP goal priorities for the 2019/20 and the medium term

The 2019-2020 Budget Policy Statement reflects the initiation of the Government's new Medium Term Financial Strategy (MTFS) and identifies the key fiscal priorities for the 2019/2020 budget through the Medium Term Goal Priorities. The MTFS has been developed with the aim of smoothing Government expenditure over the course of the economic cycle and outline Governments commitments and goal priorities over the medium term as below.

Table 12-2 Medium-term NSDP Goal Priorities 2019/20-2022/23

2019/20	2020/21	2021/22	2022/23
 <p>Goal 9: Gender & the Vulnerable</p>	 <p>Goal 8: Education</p>	 <p>Goal 3: Waste Management</p>	 <p>Goal 1: Welfare & Equity</p>
 <p>Goal 16: Good Governance, Law & Order</p>		 <p>Goal 6: Transport & Energy</p>	 <p>Goal 2: Economic Opportunities</p>
 <p>Goal 7: Health</p>		 <p>Goal 12: Ocean Lagoon and Marine Resources</p>	 <p>Goal 15: Population</p>
 <p>Goal 13: Resilience and Climate Change</p>			
 <p>Goal 11: Environment & Biodiversity</p>	 <p>Goal 10: Agriculture & Food Security</p>	 <p>Goal 14: Culture</p>	 <p>Goal 7: Health</p>
 <p>Goal 5: Infrastructure & ICT</p>			
 <p>Goal 4: Water & Sanitation</p>			 <p>Goal 8: Education</p>

The 2019-2020 Budget will confirm our commitment to several goal areas which have been prioritised by the indicator trend. For 2019/20 these are:

- Goal 4: Water and Sanitation**
 Water and Sanitation: Ensuring appropriate supply of water and quality for drinking water purposes. Ensuring appropriate and effective Sewage and sanitation systems which are managed appropriately.
- Goal 5: Infrastructure and ICT**
 Infrastructure and ICT: Ensuring fit for purpose infrastructure in line with sustainable development and supporting the ICT sector infrastructure and workforce to deliver affordable and accessible connectivity and services.

- **Goal 7: Health**
Focusing attention on Non Communicable diseases through emphasizing Primary Healthcare whilst maintaining and strengthening the curative aspects of the health system. Further support for mental health services to be prioritized looking at behavioural issues.
- **Goal 9: Gender & the Vulnerable**
Gender and the Vulnerable: focusing attention on appropriate facilities and care for elderly, infirm and disabled people together with emphasis on youth well-being.
- **Goal 11: Environment & Biodiversity**
Supporting integrated protection and support for wetlands and protected lands and the need for sustainable development in these areas. Noting the increased risk of biosecurity at our borders-ensuring strengthening of capacities and capabilities for better prevention especially with invasive species. This includes looking at chemicals and pesticides and their effective disposal.
- **Goal 13: Resilience and Climate Change**
Ensuring that we as a country build resilience in our infrastructure, people and communities and provide effective support to mitigate and adapt to the changing climate and its effects. Climate Financing is an area that needs advocating and support throughout.
- **Goal 16: Good Governance, Law & Order**
Supporting the Law and Order Sector to provide appropriate services and emphasizing a need for better data and information systems including offender management and justice access; supporting important legislative mandates.

12.3 Expenditure by Budget Policy Statement 2019/20 goal

This section sets out estimated new operating expenditure and capital over the budget year and forward period by priority NSDP goal as set out in the Budget Policy Statement for the 2019/20 financial year. It should be noted that assigning projects to goals is quite subjective as initiatives may directly and indirectly support multiple goals. In this analysis funding initiatives are allocated only against a single goal.

12.3.1 Goal 1: Welfare & Equity

Improve Welfare, reduce inequality and economic hardship

Cook Islands is considered one of the most prosperous countries in the region. The Government understands the importance of ensuring that not a single citizen is left behind as our economy expands even further. Our social welfare system is based on providing equal opportunity and caring for the most vulnerable in order to promote the wellbeing of the society.

In the next four years the Government is committed to spending over \$3 million on various initiatives focused on assisting the citizens. Some of such initiatives include raising the pensions from \$660 per month to \$700 per month for the beneficiaries over the age of 70. In addition, the allowance for caregivers has increased to \$200 per month to ensure that those who are for the vulnerable get compensated.

Table 12-3 Goal 1 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Internal Affairs - Operating adjustment	250,000	300,000	470,000	470,000	1,490,000
Internal Affairs	298,794	384,178	469,287	554,016	1,706,275
TOTAL	548,794	684,178	939,287	1,024,016	3,196,275

12.3.2 Goal 2: Economic Opportunity

Expand economic opportunities, improve economic resilience and productive employment to ensure decent work for all

In the past years Cook Islands saw positive economic growth which is expected to continue in the forward years. It is important to ensure that the benefits from such growth are evenly distributed across the society. The Government is focused on promoting healthy work environment, increasing economic diversity and increasing compensation for the working population.

Table 12-4 Goal 2 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
BTIB	100,000	100,000	90,000	90,000	380,000
Internal Affairs			11,038	11,038	22,076
Financial Services Development Authority	100,000		10,000	10,000	120,000
TOTAL	200,000	100,000	111,038	111,038	522,076

12.3.3 Goal 3: Waste Management

Promote sustainable practices and effectively manage solid and hazardous waste

Waste management is an important factor when it comes to protecting the environment and ensuring the wellbeing of the population. In the recent years the Governments stressed the importance of recycling and committed to ensuring the proper management of hazardous waste. No new funding has been allocated towards waste management, however existing programs continue.

12.3.4 Goal 4: Water & Sanitation

Sustainable management of water and sanitation

Safe drinking water and good sanitation are basic necessities for sustaining health and economic prosperity within any community. This year the Government is allocating \$12.621 million to projects focused on managing, developing and improving water and sanitation in the Cook Islands. Te Mato Vai is the largest project in this goal, comprising \$9 million of funding in 2019/20, for the development of potable water. The Government is also allocating \$1.1 million to To Tatou Vai which was set up to manage the assets of the Te Mato Vai project.

Another major project for this year is the Mei Te Vai Ki Te Vai which is focused on designing long-term measures for wastewater management and improving the water quality of the lagoons in Rarotonga and Aitutaki.

It is expected that these projects not only have a positive impact on the quality of life of Cook Islanders, but also on the environment and the tourism industry.

Table 12-5 Goal 4 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Mitiaro Water Upgrade	250,000				250,000
Establishing new water galleries	200,000				200,000
Te Mato Vai - Rarotonga Water Upgrade	9,000,000	4,000,000			13,000,000
Mei Te Vai ki Te Vai	1,000,000	1,000,000	1,000,000	1,000,000	4,000,000
Pa Enua Water Infrastructure	1,050,000	500,000	500,000	500,000	2,550,000
Avatiu Valley Stream embankment	21,500				21,500
To Tatou Vai	1,100,000	930,000	355,000		2,385,000
To Tatou Vai – Capital requirements	150,000				150,000
TOTAL	12,771,500	6,430,000	1,855,000	1,500,000	22,556,500

12.3.5 Goal 5: Infrastructure & ICT

Build resilient infrastructure and ICT to improve our standard of living

In order to meet our environmental, economic and social needs it is essential to ensure that our infrastructure is built to standard and that it is fit to meet our ambitious development aspirations. This includes reliable connectivity and access to the internet and the media, which are highly correlated with educational and economic opportunities.

This year the Government will be spending \$21.5 million on infrastructure and ICT projects to improve the standards of living and ensure further economic development. In 2019/20, Over \$14 million is allocated to roads, bridges and drainage on both Rarotonga and the Pa Enua. With the increase in traffic in the recent years the existing pavement has deteriorated and requires upgrade. The purpose of the project is to improve the road infrastructure and provide economic returns in decreased maintenance costs, decreased costs for vehicle operation and provide improved safety measures. It will enable safe transportation and socioeconomic development.

Approximately \$2 million has been allocated toward government facilities, both buildings and ICT infrastructure, to reinforce existing systems and increase capacity in order to support the rollout of the Financial Management Information System (FMIS).

Table 12-6 Goal 5 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
3 Building Repair	550,000	0	0	0	550,000
MFEM Building	540,000	0	0	0	540,000
School Upgrade	480,000	350,000	0	0	830,000
Government Building Project	500,000	150,000	0	0	650,000
Orongo Development Master Plan and Centre reconstruction (Ports Authority)	500,000	500,000	0	0	1,000,000
Government Building Project	60,000	170,000	450,000	0	680,000
Vaikapuangi Government Building	600,000	4,000,000	10,000,000	10,000,000	24,600,000
Manea Games Upgrade	100,000				100,000
Road Asset Management	8,000,000	7,000,000	7,000,000	7,000,000	29,000,000
Bridges & Structures Improvement	2,580,000	3,300,000	2,800,000	3,800,000	12,480,000
Drainage Improvement	1,800,000	1,500,000	1,500,000	1,500,000	6,300,000
Government IT Network	650,000	300,000	100,000	100,000	1,150,000
FMIS	468,836	0	0	0	468,836
Atiu Road Improvement	570,000	0	0	0	570,000
Land Acquisition	2,000,000	2,000,000	1,000,000		5,000,000
Land Rentals	0	500,000	500,000	500,000	1,500,000
Infrastructure Cook Islands - operating	455,000	745,000	745,000	745,000	2,690,000
ICT Support Team	250,000	250,000	0	0	500,000
Road Asset Maintenance	470,000	650,000	370,000	370,000	1,860,000
Bridges and Drainage Maintenance	600,000	600,000	600,000	600,000	2,400,000
Emergency Work	200,000	200,000	200,000	200,000	800,000
Avaroa Cable	150,000	150,000	0	0	300,000
TOTAL	21,523,836	22,365,000	25,265,000	24,815,000	93,968,836

12.3.6 Goal 6: Transport & Energy

Improve access to affordable, reliable, sustainable, modern energy and transport

Cook Islands has a goal to transfer to 100% Renewable Energy by 2020. The Government is committed to ensuring that everyone in the country has affordable, reliable and sustainable energy while protecting the environment and minimising the effects of climate change. In addition the goal is focused on ensuring proper transportation. Given the geography of Cook Islands, there are challenges in ensuring that that each of the islands has proper transportation linkages. The Government is focused on addressing the issue with transport connectivity between the islands to ensure that all people in the Cook Islands have adequate and reliable transport via shipping and air links.

Table 12-7 Goal 6 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Nassau Ferry	350,000				350,000
Renewable Management Project Management and Support	250,000				250,000
Transport - Operating adjustment	440,000	570,000	570,000	570,000	2,150,000
Renewable Energy Maintenance	250,000		-	-	250,000
Education - Bus Service	26,325	26,325	26,325	26,325	105,300
CDF - Vehicle	800,000	800,000	800,000	800,000	3,200,000
Total	2,116,325	1,396,325	1,396,325	1,396,325	6,305,300

12.3.7 Goal 7: Health

Improve health and promote healthy lifestyle

A good health care system is an essential component of maintaining the social foundation of any society. It is important to not only focus on the treatment but also on the prevention and timely diagnosis of diseases. Investing in Health is one of Government's priority goals in 2019/20 with the objective of improving the quality of life and the standard of living in the Cook Islands.

In 2019/20 additional funds of \$2.975 million is provided to strengthen the existing health care service through recruitment of specialist positions and a CT Scanner which will allow for more effective diagnosis on Rarotonga.

Table 12-8 Goal 7 total expenditure 20/19 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Rarotonga Health Project	800,000	200,000	0	0	1,000,000
Fund to be Prioritised by Health for Technical Equipment	300,000	300,000	300,000	300,000	1,200,000
CT Scanner	100,000	1,300,000	100,000	0	1,500,000
Health - Operating adjustment	1,475,500	3,880,000	3,880,000	3,880,000	13,115,500
Patient Referrals - Administrative adjustment	300,000	300,000	300,000	300,000	1,200,000
TOTAL	2,975,500	5,980,000	4,580,000	4,480,000	18,015,500

12.3.8 Goal 8: Education

Ensure inclusive and equitable quality education and promote life-long learning opportunities

Good education is a key driver to economic development and prosperity. Cook Islands Government is committed to supporting the education system from the initial focus of helping the youngest members of our society develop reading and writing skills to helping the older students acquire tertiary qualifications. This is done by making the education feasible and affordable.

Ministry of Education received a reinstatement of capital funding which enables it to suitably maintain or replace both electronic equipment and furniture across the school network.

Table 12-9 Goal 8 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Fund to be Prioritised by Education	360,000	360,000	360,000	360,000	1,440,000
Education - Operating adjustment			1,759,000	1,759,000	3,518,000
School Security	30,000	30,000	30,000	30,000	120,000
Government Funded Scholarships		119,600	119,600	119,600	358,800
Total	390,000	509,600	2,268,600	2,268,600	5,436,800

12.3.9 Goal 9: Gender & Vulnerable

Accelerate gender equality, empower all women and girls, and advance the rights of youth, the elderly and disabled

Gender equality is an essential component in the path to economic prosperity. The Government is focused on increasing the representation of women in politics and advancing gender equality in the workplace. Gender equality does not entail that men and women have to become the same but rather that their rights and opportunities do not depend on gender.

The Government also puts an emphasis on promoting and protecting the vulnerable i.e. the youth, the elderly and those living with disabilities to ensure safe, secure and accepting environment for everyone in the Cook Islands.

In 2019/20 \$539,931 will be provided to promote a range of projects focused on gender equality as well as supporting the vulnerable.

Table 12-10 Goal 9 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Caregivers Allowance & Special Assistance	307,391	309,055	310,111	311,120	1,237,677
Social Impact Fund	179,000	579,000	579,000	579,000	1,916,000
Cook Islands Student Association Support	5,000	5,000	5,000	5,000	20,000
Children's Forum	-	20,000	-	-	20,000
Youth Program	45,000	45,000	45,000	45,000	180,000
TOTAL	536,391	958,055	939,111	940,120	3,373,677

12.3.10 Goal 10: Agriculture & Food Security

Achieve food security and improved nutrition, and increase sustainable agriculture

In the recent years one of the Government's primary objectives has been to reduce Cook Islands dependency on imports by investing in to the local Agriculture and promoting import substitution. Also it is important to remember that due to the geographical isolation, Cook Islands is susceptible to biological threats. For instance, one invasive pest could potentially wipe out all the produce if such pest does not have a natural predator on the island. Therefore, it is very important to hold a close focus on the biosecurity.

Table 12-11 Goal 10 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Agriculture - Operating Adjustment	340,000	490,000	390,000	390,000	1,610,000
Total	340,000	490,000	390,000	390,000	1,610,000

12.3.11 Goal 11: Environment & Biodiversity

Promote sustainable land use, management of terrestrial ecosystems, and protect biodiversity

The Cook Islands is surrounded by two million square kilometres of ocean which is home to a large number of unique and diverse species. Government recognises and accentuates that protection of the environment is our national, cultural and moral responsibility.

This year the Government allocates additional funds of \$100,000 for the management of Suwarrow Park situated roughly 800 kilometres northwest of Rarotonga. The uninhabited remote atoll is home to a great diversity and abundance of birds. In 1978 the Government declared Suwarrow a National Park in order to protect the wildlife on the island.

Further funding has also been allocated to strengthen the Environmental Impact Assessments performed by the National Environment Service.

Table 12-12 Goal 11 total expenditure 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Environment - Operating adjustment	291,852	196,852	196,852	196,852	882,408
National Heritage Trust	-	40,000	40,000	40,000	120,000
Management of Suwarrow Park	100,000	100,000	100,000	100,000	400,000
EIA Process	150,000	200,000	200,000	200,000	750,000
TOTAL	541,852	536,852	536,852	536,852	2,152,408

12.3.12 Goal 12: Ocean Lagoon and Marine Resources

Sustainable management of oceans, lagoons and marine resources

Despite the Cook Islands small land mass, the country's islands are surrounded by large areas of water. It is our National commitment to protect all the surrounding water and its biodiversity. Due to the global warming the health of the coral reef became of the main concerns which needs to be urgently addressed while there is still time to do so. It is also of great importance to manage sustainable fisheries, improve water quality and maintain our water for the generations to come.

Funding has been added to maintain functions of the Pearl Authority, including the Pearl Exchange, as well as strengthen fisheries management.

Table 12-13 Goal 12 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Marine Resources - Operating adjustment	400,000	590,000	740,000	740,000	2,470,000
Total	400,000	590,000	740,000	740,000	2,470,000

12.3.13 Goal 13: Resilience and Climate Change

Strengthen resilience to combat the impacts of climate change and natural disaster

Cook Islands' geographic location makes it one of the most beautiful places on Earth but also one of the most vulnerable when it comes to extreme forces of nature. The Government is focused on maintaining a firm stand on the matter of climate change and natural disasters by building resilience to minimise the potential damage and protect the people of our paradise islands.

In order to achieve these targets, the Government is allocating a total of \$7.8 million over the next years to finance the construction of the Pa Enea Cyclone Centres.

Table 12-14 Goal 13 total expenditure 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Pa Enea Cyclone Centre	4,200,000	3,600,000	0	0	7,800,000
Rutaki Foreshore	250,000				250,000
Red Cross	50,000	50,000	50,000	50,000	200,000
Pa Enea Marine Infrastructure	150,000	3,500,000	0	0	3,650,000
TOTAL	4,650,000	7,150,000	540,000	540,000	11,900,000

12.3.14 Goal 14: Culture

Preserve our heritage and history, protect our traditional knowledge, and develop our language, creative and cultural endeavours

While Cook Islands is striving to economic prosperity it is important to remember and invest into our unique cultural heritage. The Government understands the importance of keeping the history alive and invests resources to promote a wide range of cultural activities. These span from promoting the language and increasing the Cook Islands Maori literacy rate to ensuring inclusive engagement into cultural activities of all members of our society.

Funding has been allocated to assist the Ministry of Cultural Development to support its activities in this space, including a dedicated Cultural Fund to support the Cook Islands participation in regional and global events where we can highlight our culture.

Table 12-15 Goal 14 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Cultural Development - Operating adjustment	90,000	325,000	348,000	348,000	1,111,000
Te Maeva Nui Constitution Celebrations	-	-	2,000,000	-	2,000,000
Audio and Visual Digitization	40,000	-	-	-	40,000
Cook Islands Cultural Fund	200,000	200,000	200,000	200,000	800,000
Total	330,000	525,000	2,548,000	548,000	3,951,000

12.3.15 Goal 15: Population

Ensure a sustainable population engaged in development by Cook Islanders for Cook Islanders

Population decline has been one of the concerning issues for the Cook Islands in the recent years. One of the Governments key priorities is to ensure that every citizen is satisfied, engaged and financially secure in order to minimize the need for migration. Funding has been allocated to strengthen the statistics function within the Cook Islands Government, a necessary role for the accurate measurement and interpretation of demographic shifts and trends.

Table 12-16 Goal 15 total expenditure, 2019/20 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Senior Statistician	50,000	50,000	50,000	50,000	200,000
Total	50,000	50,000	50,000	50,000	200,000

12.3.16 Goal 16: Good Governance, Law & Order

Promote a peaceful and just society and practice good governance with transparency and accountability

In order to maintain peace and economic prosperity it is essential to maintain a fair, reliable and transparent governance system.

This is done by ensuring that people have access to justice institutions in a fair and timely manner. The Government is also determined to reduce domestic violence, motor vehicle accidents, support effective corrective services, improve public service performance, improve sustainable public financial management and provide the public with more confidence in the mechanisms of good governance.

Funding of \$8.95 million is provided to projects aligned to Goal 16 in 2019/20 with the four year funding totalling to \$41.0 million. This funding includes a substantial strengthening of the various government agencies to support them in delivering their services effectively.

Substantial new funding has also been allocated to the Law & Order sector to facilitate personnel retention and hiring, with the aim to improve service and capacity in key areas (Police, Corrections, Justice).

Table 12-17 Goal 16 total expenditure 2018/19 to 2022/23

Description	2019/20	2020/21	2021/22	2022/23	Total
Integrated Communication System	70,000	-	-	-	70,000
Vaka Maintenance Capital Projects	50,000	50,000	50,000	50,000	200,000
MFEM Extension - Furniture and materials	100,000	-	-	-	100,000
Audit (PERCA)	40,000	90,000	150,000	150,000	430,000
Corrective Services - Operating adjustment	400,000	600,000	800,000	1,000,000	2,800,000
Crown Law - Operating adjustment	200,000	200,000	250,000	250,000	900,000
Finance and Economic Management - Operating adjustment	1,256,068	2,062,861	2,158,568	2,063,824	7,541,321
Foreign Affairs - Operating adjustment	444,400	444,400	619,400	619,400	2,127,600
Head Of State - Operating adjustment	-	-	14,113	14,113	28,226
Justice - Operating adjustment	900,000	1,000,000	1,000,000	1,200,000	4,100,000
Office of the Ombudsman - Operating adjustment	40,043	40,043	90,043	90,043	260,172
Parliamentary Services - Operating adjustment	65,000	100,000	185,000	185,000	535,000
Cook Islands Police Service - Operating adjustment	450,000	500,000	500,000	500,000	1,950,000
Office of the Prime Minister - Operating adjustment	224,075	615,000	615,000	615,000	2,069,075
Public Service Commission - Operating adjustment	120,000	170,000	255,000	255,000	800,000
7th Minister - Operating adjustment	290,000	290,000	290,000	290,000	1,160,000
Total Outer Islands - Operating adjustment	644,145	1,333,000	1,333,000	1,333,000	4,643,145
PERC Salaries and Administration Costs	15,000	15,000	15,000	15,000	60,000
BEPS Subscription	35,000	35,000	35,000	35,000	140,000
Civil List - Personnel	800,000	800,000	800,000	800,000	3,200,000
House of Ariki	120,000	120,000	120,000	120,000	480,000
Parliamentary Sitting Expenses	30,000	30,000	30,000	30,000	120,000
MP Travel and Allowances (local and overseas)	200,000	200,000	200,000	200,000	800,000
Infrastructure Committee	75,000	75,000	75,000	75,000	300,000
Judges Allowances	123,000	123,000	123,000	123,000	492,000
HOM's Salaries	368,760	368,760	368,760	368,760	1,475,040
Post Tax Amnesty Work	483,621	-	-	-	483,621
Public Sector Strengthening-processes and systems	200,000	200,000	200,000	200,000	800,000
Standard and Poor's Subscription	10,000	10,000	10,000	10,000	40,000
Arbitration Case	300,000	-	-	-	300,000
Head of State Rent	13,000	13,000	13,000	13,000	52,000
Special Select Committee	100,000	100,000	50,000	50,000	300,000
Pa Enuua Mechanical Overseer	130,000	100,000	100,000	-	330,000
Serious Crime Investigations	50,000	50,000	50,000	50,000	200,000
Te Kukupa - Biannual Slipping	-	150,000	-	-	150,000
CISNOC Grant	150,000	200,000	200,000	200,000	750,000
Conduct of the National Census	-	-	300,000	-	300,000
Production of new currency	450,000	-	-	-	450,000
BCI – Social Assistance Subsidy	8,000	8,000	8,000	8,000	32,000
TOTAL	8,955,112	10,093,064	11,007,884	10,913,140	40,969,200

13 State-owned Enterprises

13.1 CIIC

The vision for CIIC is “effective and efficient public assets that improve the wellbeing of Cook Islands people”

- ‘effective and efficient’ meaning well-managed and operated assets consistent with modern commercial practices and good governance principles;
- ‘public assets’ which include Crown and leased land, Government houses and buildings, infrastructure and utilities such as the ports and airports of Rarotonga and Aitutaki, Te Aponga Uira Power Authority and Aitutaki Power Supply, the Bank of the Cook Islands together with investments in reticulated water and sanitation, Avaroa Cables, Punanga Nui Market and Seabed mineral assets; and
- ‘Improve the well-being’ meaning adding value to the lives of Cook Islands people and meeting Government’s social policy objectives.

13.1.1 Upcoming Milestone

Aitutaki Solar

Aitutaki Power Supply (APS) is a subsidiary of CIIC. APS, with the OPM’s Renewable Energy Team, will be installing a solar farm project beside the APS power station in early FY2019/20. This first stage is completed and is expected to generate approximately 30% of Aitutaki’s electricity demand.

Other Milestones

Other upcoming milestones related to the asset management division of CIIC are detailed in the Capital Expenditure.

13.2 Airport Authority

The Airport Authority facilitates the safe and efficient movement of passengers and aircraft through our airports and airspaces. We are committed to aviation safety standards, preserving high levels of staff competencies and maintaining confidence in quality and safety management systems.

We want to be the leading small airports company in the region and we will achieve that through prudent management of our airports, being more customer focused, more effective in the provisions of services, being a good employer and benchmarking against the best in the business.

13.2.1 Developments and Investments

Developments for the 2019/20 financial year include further runway strengthening work, acquiring the land needed for a runway end safety area, constructing the runway end safety area, upgrading the airport storm water system, rebuilding part of the Aitutaki runway strip, upgrading transformers, electrical switch gears and other electrical systems and constructing a new cargo building for Air New Zealand

13.2.2 Social contributions costs and dividends

The Airport Authority has a number of community service obligations and social contributions costs, shown in Capital Expenditure (9.2.1).

Table 13-1 Social contribution costs

	2019/20 Budget
The Provision of Fire Service to the Rarotonga Community	67,323
The provision of a rent free VIP lounge to government	48,246
Net contribution to government	115,569

The Airport Authority expects to pay a small dividend in this financial year. It projects this amount to be about \$150,000 and will be determined by the performance of the Airport Authority and the final profit made.

13.3 Avaroa Cable Limited (ACL)

A subsidiary of CIIC, Avaroa Cable Limited (ACL) has been formed to operate and manage the Cook Islands stake in the Manatua Cable project. Avaroa Cable Limited is a Cook Islands limited liability company and the implementing entity for the Manatua Cable Project. The Manatua Cable Project will connect Rarotonga and Aitutaki to a submarine fibre optic cable. The Manatua Cable will connect Samoa and French Polynesia with spurs to Niue, Rarotonga, Aitutaki and Bora Bora. The project is expected to be completed by late 2020. CIIC has established an independent board to manage and oversee ACL including recruitment and appointment of a CEO. ACL currently consists of 2 staff with the CEO commencing employment in January 2019 and the Project Manager in April 019. Further staff are expected to be recruited in the 2019/20 year.

13.4 Bank of the Cook Islands (BCI)

The Bank of the Cook Islands Holding Corporation (the Corporation) was established under the *Bank of the Cook Islands Act 2003* to assume all rights and obligations of the Cook Islands Development Bank (CIDB) and the Post Office Savings Bank.

The Bank of the Cook Islands Limited (BCI) was registered under the *Companies Act 1970-71* in March 2004 with the objective of providing banking services throughout the Cook Islands. BCI is fully licensed as required by the *Banking Act 2011* and operates in compliance with the requirements of the *Financial Supervisory Commission Act 2003* and the *Financial Transaction Reporting Act 2017*.

The Crown's investment in BCI as at 30th June 2018 was \$18.5 million.

13.4.1 Developments and investments

The resources required to achieve the performance targets of BCI are internally generated. Allowance has been included for provision by the Crown of social obligation costs in relation to BCI's delivery of banking services to communities outside of Rarotonga. Also in accordance with shareholder expectations and capital expenditure plans, BCI has implemented a constant dividend payout ratio based on a fixed per cent of net profit after tax achieved in each financial year.

BCI's medium and long term fixed asset investment program includes maintenance and upgrading of core operating assets, and investment in new products and services, while ensuring a sustainable financial structure. Consideration is given to the risks from short and medium term changes to the forecast operating environment including economic conditions, competition, changing customer behavior and expectations, and technological developments.

Table 13-2 Social contribution costs and dividends

	2016/17	2017/18	2018/19
	Actual	Actual	Actual
Dividend	229,000	337,000	248,000
Social Obligation of providing banking services*	120,000	120,000	120,000
Net contribution to government	109,000	217,000	128,000

* Note the CIG funds the social obligation of BCI.

13.5 Ports Authority

The Cook Islands Ports Authority (CIPA) is a Crown owned statutory corporation established in 1995. The principal objectives of the Authority are to promote, encourage and operate a commercially viable and efficient business in the country's supply chain and develop growth opportunities from its asset base which include Crown land and buildings, wharves, port facilities, tug boats, barges, plant and equipment, storage sheds and open storage space.

CIPA is the sole sea port services provider maintaining and operating the Port of Avatiu, the alternative Cruise Ship Tender landing in Arorangi, and the Port of Arutanga in Aitutaki. CIPA serves the cross-border supply chain needs of most of the Cook Island's trade goods.

13.5.1 Social contributions costs and dividends

The CIPA continues to accommodate the Government's community service obligations (CSO's). The following table estimates the costs incurred by CIPA for Rarotonga and Aitutaki in the provision of CSO's.

Table 13-3 Community Service Obligations

	2017/18	2018/19	2019/20	2020/21
	Actual	Estimate	Budget	Forecast
Rarotonga				
Recurring Cost	51,559	55,225	62,838	62,838
Approved Waived Port Charges	928	2,500	2,700	2,700
Aitutaki				
Approved waived Charges	3,483	1,000	1,000	1,000
Total Community Service Obligation Cost	55,970	58,725	66,538	66,538

Ports Authority notes the Shareholder's desire to receive dividends and will use its best endeavours to accommodate that desire within the constraints imposed by the significant scale of loans that have had to be taken out to provide facilities to enable modern international ships to call at Rarotonga, and the Directors' obligations to act in accordance with their statutory duties and in the best interests of the Company.

As a result of these financial pressures, no dividend is envisaged and Ports Authority must take its cash flow commitments into consideration, specifically its obligations to pay interest and loan capital repayments, prior to being able to pay dividends.

Table 13-4 Cook Islands Ports Authority operating summary

	2017/18	2018/19	2019/20	2020/21
	Actual	Estimate	Budget	Forecast
Revenue	3,784,232	3,950,864	4,086,811	4,124,699
Expenses	3,360,676	3,494,529	3,769,830	3,608,916
Operating profit before foreign exchange	423,556	456,335	316,981	515,783

13.6 Te Aponga Uira

Te Aponga Uira (TAU) was established as a Government Business Enterprise in 1991 with its statutory objectives being:

1. To provide energy to all consumers in a reliable and economical manner.
2. To operate its facilities in an efficient and profitable manner having due regard to the interest of the community.

The primary function of Te Aponga Uira (TAU) is the provision of electricity to the people of Rarotonga in a reliable, safe and economical manner.

Over the past decade TAU has also accepted generation from renewable energy sources from both privately owned solar and wind generators as well as investing in its own solar generation assets. Whilst TAU has maintained a hold on all new renewable energy generation interconnected to its grid over the past two years, given the high intermittency of solar at higher levels of generation, it has defined its investment plan in its Rarotonga Renewable Energy Program Summary (March 2019) which seeks to successfully manage the challenge of intermittency, coordinate the range of generation points to meet customer demand, and at the lowest cost point possible. This clean energy future will also provide space for new energy transitions in the transportation sector and provide smarter platforms for how the customer engages with energy.

13.6.1 Developments and investments

Recent Milestones:

- Release of the Rarotonga Renewable Energy Program to 2020/21
- Acquisition of 3MW/12MWh in Energy Storage for Rarotonga
- Completion of the first TAU Customer Satisfactory Survey
- Acquisition of a fleet of V2G (Vehicle to Grid) Electric Vehicles and charging station
- Completion of a modernization of the Customer Relationship Management ICT System

Upcoming milestones:

- Release of the Private Renewable Energy Generator Policy
- Reorienting TAU structure and resource allocation to what matters most
- Expansion of Rarotonga's Renewable Energy Capacity
- Tariff restructure
- Biofuel testing
- Office Rebuild

There will be ongoing investments in both the infrastructure associated with achieving the national renewable energy (RE) target and general infrastructure.

Funding has been secured from Global Environment Facility (GEF), GCF and PEC for 3MW/12MWh in battery storage systems and 1.4 MW in PV panels. TAU will need to spend \$7.3 million, within the next two years to fund the support infrastructure which is required at the same time as the storage systems. TAU has progressed the tender of its control and communications system being the core infrastructure needed to increase renewable contributions on Rarotonga beyond its current levels.

From a commercial end, TAU has progressed a review of its existing customer tariffs with a view to expanding its product offers and utilizing price signals that encourage the achievement of the renewable energy goals in partnership with the private sector suppliers and customers.

13.6.2 Social contribution costs and dividends

TAU's social obligations include the provision and maintenance of street/amenity lights and uneconomic network extensions, the cost of which is summarized in Table 13-5.

TAU has consistently met the dividend requirements of the Shareholder over the years. However, given the above investment requirements, TAU will focus on building its reserve to prevent the need for borrowing as much as possible. TAU was invoiced for a \$370,000 special dividend during the 2017-18 financial year to the Cook Islands Investment Corporation.

Other Social Responsibility assistance from Government of \$380,000 includes funding for Uneconomic Power Lines of \$50,000.

Table 13-5 Social contributions costs and dividends

	2017/18	2018/19	2019/20
	Actual	Estimate	Budget
Dividend	370,000	370,000	0
Other social responsibility costs – street and amenity lighting – new lights and maintenance including operational costs.	380,000	380,000	380,000
Total Contribution to Government	750,000	750,000	380,000

13.7 To Tatou Vai Limited

As a subsidiary of CIIC, To Tatou Vai (TTV) has begun establishment as a Water Supply Utility (WSU) for delivery of a potable and reliable water supply service (initially) in Rarotonga. TTV is to ultimately assume responsibility for the Te Mato Vai (TMV) Project (Stages 1 and 2) assets, and incorporating the existing water and associated fixed assets of Infrastructure Cook Islands (ICI). TTV is a state-owned-enterprise, currently a limited liability company, pending the passage and assent of enabling legislation expected in 2019. Currently consisting of 8 staff, TTV is governed by a Board of five directors, with management of TTV through the CEO appointed in 2018. Up to a further 20 staff are expected to be recruited in the 2019/20 year.

The vision of TTV is to be a community-trusted supplier of water services with a mission statement of providing a reliable water supply that is safe to drink improving the wellbeing of the Cook Islands people.

14 Public Sector Staffing

14.1 Introduction

The Cook Islands is a constitutional monarchy within the Realm of New Zealand, with Her Majesty Queen Elizabeth II as Head of State and the Queen's Representative her formal representative in the Cook Islands. The *Cook Islands Constitution Act 1964* established the Westminster system of Government in the Cook Islands and provides for various constitutional posts which include: the Queen's Representative, House of Ariki, Cabinet (Prime Minister and Ministers of the Crown), Secretary to the Cabinet, Members of Parliament, Speaker and Deputy Speaker of Parliament, Clerk of Parliament, Chief Justice, Judges of the High Court and Court of Appeal and Justices of the Peace, Public Expenditure Review Committee, Public Service Commissioner and the Cook Islands Public Service Board of Appeal.

The posts of Solicitor-General, Ombudsman, Commissioner of Police and the Director of the Public Expenditure Review Committee and Audit are appointed by the Queen's Representative.

The Public Service, of which there are 31 Agencies, is part of the Public Sector. The Public Sector as a whole, comprises the Public Service as well as 21 other Agencies classified as State Services by the Public Service Act 2009. State Services include Crown Agencies, Ministerial Support Offices and State Owned Enterprises.

Within the Public Service, the *Public Service Act 2009* identifies 13 Public Service Departments under the authority of the Public Service Commissioner and recognises all other agencies as State Services. The 14th Public Service Department, the Ministry of Corrective Services – was established in July 2018. The Island Government Act 2012/13 identifies 10 Island Administrations in the Pa Enua reporting to Island Governments; and various statutes have established 8 statutory Agencies and 7 State Owned Enterprises reporting to Statutory Boards/Ministers.

The *Public Service Amendment Act 2016* requires the Public Service Commissioner to provide to the Minister of the Public Service as well as to Parliament, an Annual Report concerning the state of the machinery of Government; and the outcome of any reviews or inquiries conducted by the Commissioner. The 13 Public Service Departments have continued to provide Annual Reports to the Commissioner, for summation in the Commissioner's consolidated Annual Report to Parliament for each fiscal period ended 30 June.

Figure 14-1 Cook Islands Public Sector

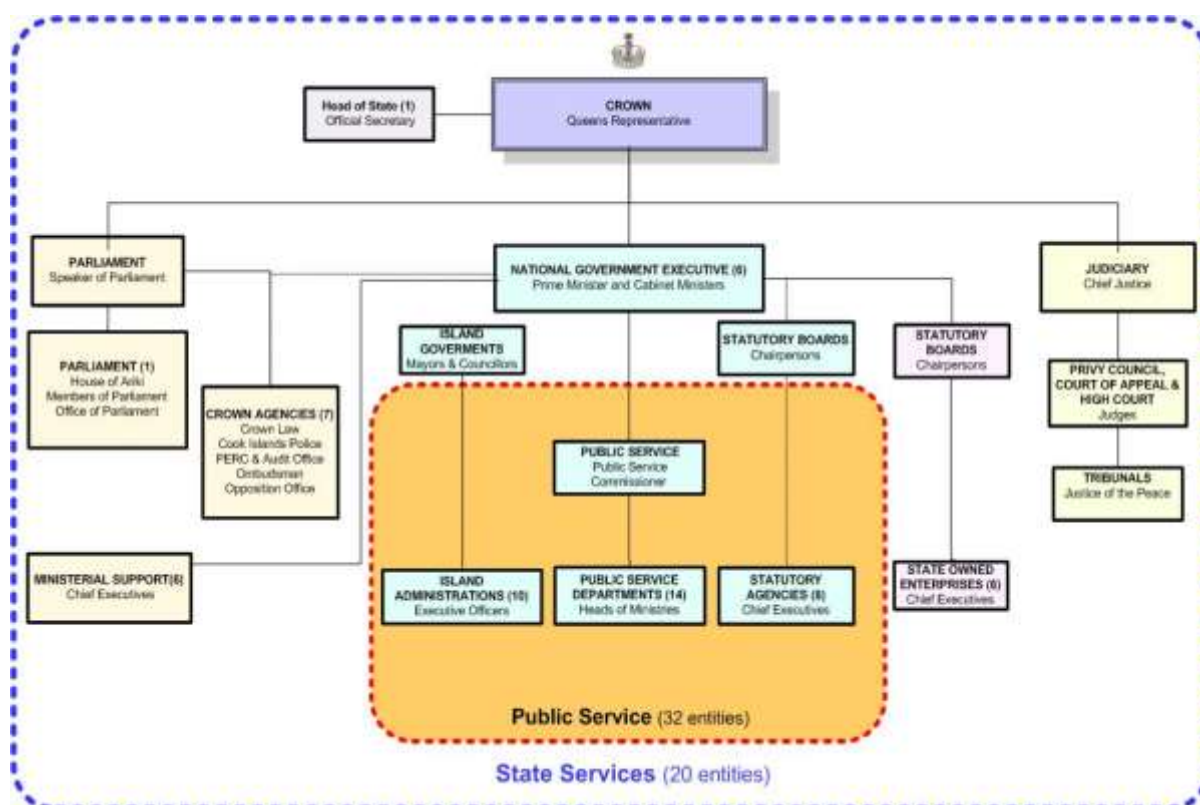


Table 14-1 Public Sector Agencies

Public Service (14)	Island Governments (10)	Crown Agencies (7)
Ministry of Agriculture (<i>Pae Angaanga Tanutanu</i>)	Aitutaki	Head of State
Ministry of Corrective Services (<i>Te Tango Akatanotano</i>)	Atiu	Office of the Ombudsman
Ministry of Cultural Development (<i>Tauranga Vananga</i>)	Mangaia	PERC and Cook Islands Audit Office
Ministry of Education (<i>Maraurau o te Pae Apii</i>)	Manihiki	Cook Islands Police
Ministry of Foreign Affairs and Immigration	Mauke	Crown Law Office
Ministry of Finance and Economic Management	Mitiaro	Opposition Office
Ministry of Health (<i>Te Marae Ora</i>)	Palmerston	Parliamentary Services
Ministry of Justice (<i>Te Tango Tutara o te Ture</i>)	Penrhyn	
Ministry of Internal Affairs (<i>Te Tango 'Akarangatira'anga Ora'anga</i>)	Pukapuka/Nassau	
Infrastructure Cook Islands (<i>Te Tango Angaanga o te Kuki Airani</i>)	Rakahanga	Ministerial Support Offices (6)
Ministry of Marine Resources (<i>Tu'anga o te Pae Moana</i>)		State Owned Enterprises (6)
Ministry of Transport (<i>Te Mana Tumotu o te Kuki Airani</i>)	Statutory Agencies (7)	Bank of the Cook Islands
Office of the Prime Minister (<i>Kōutu Mana Tutara o te Ipukarea</i>)	Business Trade and Investment	Cook Islands Airport Authority
Office of the Public Service Commissioner (<i>Paepae Ropi'anga o te Kavamani</i>)	Seabed Minerals Authority	Cook Islands Ports Authority
	Tourism Corporation	Te Aponga Uira o Tumutevarovaro
	Financial Supervisory Commission	Cook Islands Investment Corporation*
	Financial Services Development Authority	Cook Islands Government Property Corporation
	National Environment Service	
	Natural Heritage	

* Includes staff from the Punanga Nui Market and Aitutaki Power Supply

14.2 Public sector employee numbers

Table 14-2 Employee summary by groupings

Agency	Female	Male	Total 30 April 2019	Total 30 June 2018
Public Service	607	380	987	991
Crown/Statutory Agencies	113	117	230	238
Island Governments	65	292	357	351
Parliament	12	27	39	40
Ministerial & Opposition Support Offices	14	18	32	29
State Owned Enterprises	141	164	305	305
Total	952	996	1950	1954

Source: HRMIS 30 April 2019 (except FSC and SOE's which provided their agency numbers at 30 June 2018)

Noting that the 2019 data is up to 30 April, the total number of full time equivalent (FTE) employees from 2018 is relatively unchanged. The Public Service Departments represent 50.7 per cent of all FTEs, followed by Island Government employees at 16.7 per cent, State Owned Enterprises (SOE's) at 15.5 per cent and Crown/Statutory Agencies at 11.8 per cent. The increases in FTEs have been in the Island Administrations and Ministerial and Opposition Support Offices, while all other groups remained relatively the same.

The breakdown of employees by gender across Agencies is shown in the tables on the following page, State Owned Enterprises report a total of 303 employees as at 30th June 2018.

Table 14-3 Employees by Agency and Gender

Agency Names	Female	Male	Total
<u>Public Service Departments</u>			
Ministry of Agriculture	11	19	30
Ministry of Corrective Service*		1	1
Ministry of Cultural Development	13	7	20
Ministry of Education	212	56	268
Ministry of Finance and Economic Management	59	31	90
Ministry of Foreign Affairs and Immigration	13	6	19
Ministry of Health	186	94	280
Infrastructure Cook Islands	9	50	59
MFEM - Te Mato Vai	3	2	5
Ministry of Internal Affairs	21	12	33
Ministry of Justice	37	37	74
Ministry of Marine Resources	15	28	43
Ministry of Transport	5	13	18
Office of the Prime Minister	16	23	39
Office of the Public Service Commissioner	7	1	8
Public Service Total	607	380	987
<u>Crown/Statutory Agencies</u>			
Audit Office	16	7	23
Business Trade Invest. Board	7	3	10
Cook Islands Pearl Authority	3	1	4
Cook Islands Police Department	34	75	109
Cook Islands Seabed Mineral	2	1	3
Crown Law Office	8	1	9
Financial Service Dev. Authority	1		1
Head of State	1	2	3
National Environment Services	9	16	25
Natural Heritage		2	2
Ombudsman Office	4	1	5
Parliamentary Services	7	2	9
Tourism Cook Islands	21	6	27
Crown/Statutory Agencies Total	113	117	230

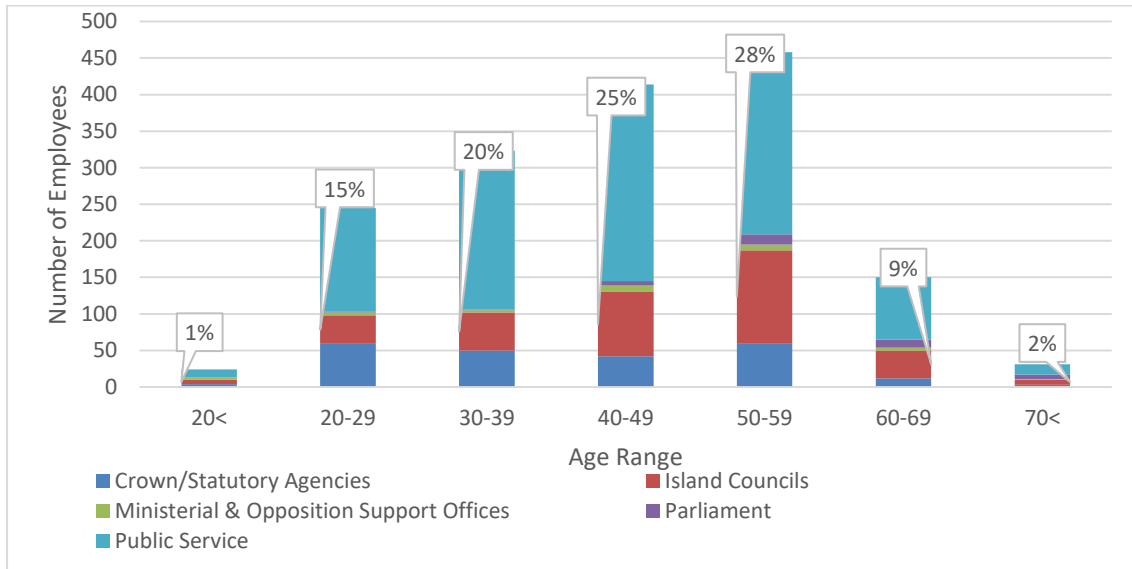
Agency Names	Female	Male	Total
<u>Island Governments</u>			
Aitutaki Island Government	7	49	56
Atiu Island Government	7	41	48
Mangaia Island Government	4	42	46
Manihiki Island Government	8	32	40
Mauke Island Government	6	34	40
Mitiaro Island Government	11	18	29
Nassau Island Government	1	4	5
Palmerston Island Government	2	7	9
Penrhyn Island Government	3	24	27
Pukapuka Island Government	13	20	33
Rakahanga Island Government	3	21	24
Island Governments Total	65	292	357
<u>Ministerial Support Entities</u>			
Leader of the Opposition Office	3	3	6
Minister Brown Support Office	2	2	4
Minister Maggie Support Office	1	2	3
Minister Mokoroa Support Office	2	2	4
Minister Tapaitau Support Office	2	5	7
Minister Toki - Brown Support	2	1	3
Prime Minister Support Office	2	3	5
Ministerial Support Entities Total	14	18	32
<u>Parliament</u>			
Civil List	8	17	25
House of Ariki	4	10	14
Parliament Total	12	27	39
<u>State Owned Enterprises (SOE's)</u>			
Ports Authority	17	4	21
Bank of Cook Islands	59	20	79
Airport Authority	31	83	114
Te Aponga Uira	11	30	41
Financial Supervisory Commission	8	4	12
Cook Islands Investment Corporation	15	23	38
SOE's Total	141	164	305
Grand Total	811	998	1950

*For the purposes of the 2018/19FY, staff in this new Ministry were still treated as being staff of the Ministry of Justice. The 1 staff being referred to here is the HOM.

14.3 Public sector age profile

Table 3.2.1 shows the age distribution of employees across the Public Sector. In terms of age distribution, the majority (88 per cent) of employees are in the age range of 20 to 59 years. Island Governments generally have a higher number of employees and councilors in older age brackets (50-59 years). Overall, there is a slight increase in the number of 40-59 year olds of 2 per cent. The 20-39 year old age brackets are consistent, remaining the same as 30 June 2018, at 35 per cent.

Table 14-4 Public sector age profile



Source: HRMIS - Not stated includes: SOE's and the Financial Supervisory Commission.

14.4 3.3 Public sector remuneration profile

The remuneration data displayed Table 14-5 shows that around 71 per cent of employees earn less than \$40,000 per year, with the largest cohort (29 per cent) of employees receiving salaries under the \$20,000 range from the Public Service and Island Governments. For Island Governments, part-time work is more commonly paid within the \$11,000 to \$16,000 annual salary range. Island Mayors, Deputy Mayors and Councilors receive sitting allowances of between \$1,000 and \$8,600 per year. The total minimum sitting allowance is \$8,580 per year based on 12 meetings a year. Depending on the extra meetings the Councils have, this amount can vary.

Just over 3 per cent of Public Service employees earn over \$60,000 per year similar to the remuneration profile as at 30th June 2018.

Table 14-5 Remuneration

Salary Range	Public Service	Crown Agencies	Island Govt.	Ministerial Support Offices	Parliament	SOE	Total
20,000<	222	20	309	8	14		573
20,001 - 30,000	217	106	33	9	1		366
30,001 - 40,000	374	56	5	1			436
40,001 - 50,000	97	19	9	4	11		140
50,001 - 60,000	35	10	1	4	5		55
60,001 - 70,000	13	2		1			16
70,001+	29	17		5	8		59
Not Stated						303	
Grand Total	987	230	357	32	39	303	1948

Source: HRMIS.

14.5 Public sector strengthening – Our journey to excellence

14.6 Introduction

The Cook Islands Government Public Sector Strategy 2016-2025 has three key areas of focus: people, structures and systems to achieve the Government's vision for Public Service Excellence.

The Strategy recognizes the need for innovative transformation specific to the Cook Islands context to ensure the public service can deliver and support the achievement of our National Sustainable Development Plan. The Strategy outlines public sector strengthening in three key phases:

- Phase 1 – Preparing for change (2016 to 2018)
- Phase 2 – Implementing change (2018 to 2025)
- Phase 3 – Sustaining change (2025 onwards).

14.6.1 Phase 2 achievements to date

People

- Seven new Heads of Ministries were recruited to the Public Service for the following agencies: Agriculture, Corrective Services, Infrastructure Cook Islands, Justice, Marine Resources, Office of the Prime Minister, Transport.
- The Office of the Public Service Commissioner (OPSC) facilitated the recruitment of the new Clerk of Parliament and the new Director for the National Environment Service.
- The Government Remuneration framework was reviewed in March 2019 to determine whether the current framework allows the Public Service to remain competitive in the labour market in terms of recruitment and retention.
- Over the past 2 years, OPSC has been promoting employment opportunities in the Cook Islands Public Sector by participating in Cook Islands Tertiary Students organized events held in New Zealand around graduation week.
- OPSC has delivered 15 successful Public Service Induction programmes from 1 July 2018 – 1 June 2019 to over 1,100 public servants to strengthen understanding of the role of public servants and how the machinery of Government operates.
- The Heads of Ministries (HOMs) Manual was updated in December 2018. The Manual provides information that will support HOMs in their roles as strategic Public Sector managers – on the Public Service vision, values and Code of Conduct; on Government structures, performance management and other policy matters.
- To strengthen the Public Sector's ability to critique HRM policies and evaluate all public sector jobs, the Terms of Reference of the HR Taskforce has been reviewed and membership renewed. The HR Taskforce is made up of 40+ members from the public and private sectors.
- A number of Policies have been reviewed and updated:
 - Code of Conduct (Aug 2018),
 - Leave (Aug 2018),
 - Motor Vehicle (Sep 2018),
 - Employment Disputes (Aug 2018), and
 - Leaving the Service (Jul 2018).

Structures

- The Cook Islands Pearl Authority will be wound up and its residual functions transferred to the Ministry of Marine Resources in the new financial year.
- A transition plan to expand the current roles and functions of the Ministry of Transport over the medium term to enable it to evolve into a Ministry that will manage safety regulation, absorbing safety and compliance functions and oversight currently performed within other Agencies.

- A Capacity Assessment has been completed for the Ministry of Agriculture (MOA); the purpose of which is to measure current capacity of the Ministry to implement its Strategy and Sector Policy.
- The Organisational Structures for the following Ministries were reviewed and updated to ensure that they were fit for purpose:
 - Transport (Aug 2018),
 - Corrective Services (Oct 2018),
 - Agriculture and Health (Jan 2019),
 - Development and Cooperation Division of MFEM,
 - Infrastructure Cook Islands (Feb 2019)
 - Business Trade and Investment Board (Feb 2019),
 - Justice (Mar 2019)
 - The Office of the Public Service Commissioner (Apr 2019);
 - Manihiki Island Government (Mar 2019), and
 - the Pukapuka-Nassau Island Government (Apr 2019).

Systems

- Establishment of 41 out of 50 agencies (1,500 users including short and long-term consultants) on a centralized ICT network to ensure better communication and connectivity across the sector
- Continued progress made with online tax lodgements for VAT, PAYE, personal income tax, Company tax and withholding tax.
- Progressing phase 1 of the financial management information system (FMIS) for the whole of government to strengthen financial reporting and accountability with the expectation that it should be live for MFEM by end of the 2018/19 financial year. Phase 2 and 3 of the project will be brought on throughout the next two years.
- A Recruitment Portal is being established on the OPSC website to centralize and advertise all current vacancies in the Public Service.

15 The Pa Enea

This chapter outlines central Government spending in the Pa Enea. It aims to provide clarity on financing appropriated to the Pa Enea Island Governments, including the funding which is directed through the budgets of other agencies and development partners.

15.1 The Pa Enea Funding Model

The purpose of the model is to determine central Government spending in Pa Enea. More specifically, the model outlines the minimum required spending and additional funding for economic development of the islands.

This system was first introduced in the 2012/13 Budget to ensure fair and transparent funding of the outer islands and since then it has proved to be effective. The model also takes into account the unique challenges of each island and allows adequate funding for the delivery of public services. This funding forms the Island Government's cash appropriation, with trading revenue forming an additional source of revenue that the Island Governments can use for local development.

The Funding Model may suggest a different level of funding compared to the current allocation (either higher or lower). Assuming no change in the total funding to the Outer Islands, each island administration will only have its operational funding adjusted toward the suggested allocation by a maximum of three per cent in a given Budget year, although the recent changes have been closer to one per cent. This ensures that increases and, more importantly, decreases suggested through the model are iterative, rather than a stepped 'jump'.

Table 15-1 summarises the major cost factors used in the Funding Model. These cost factors were determined based on relevance and reliability. The Funding Model does not include depreciation (as this is a non-cash item), capital spending (which goes through the Infrastructure Committee process), or agency spending (which is determined within the individual budgets of those agencies).

Table 15-1 Cost factors of the Pa Enea Funding Model

Factor/Output	Parameter	Basis for costing
<u>Administration</u>	Population as per the Census	3 staff per island, plus 1 additional administrative staff per 250 residents, up to an additional 3
<u>Councils</u>	The number and wages of councillors, Ui Ariki and Aronga Mana as per the <i>Outer Islands Local Government Act 2012/13</i>	Base salary, plus top-up payment based on island tier as determined by OPM
<u>Infrastructure</u>		
Water	Population as per the Census	\$250 per person
Road maintenance		
<i>Sealed</i>	Kilometres of road	\$4,897.55 per km
<i>Unsealed</i>	Kilometres of road	\$7,372.50 per km
Maintenance (machinery & vehicles)	Schedule of Regular Capital Needs	3-7% of asset replacement value, as determined by the Infrastructure Committee
Airstrip	Length of runway	\$58,254.17 per km
Waste Management	Population as per the Census	\$56.40 per person; \$26,920 fixed cost
Lighterage (unloading of boats)	Island Administrations to cost recover	Nil
Beautification	Per km of road	\$2,300 per km
Building maintenance	Funding and services provided through the Cook Islands Investment Corporation	Nil
<u>Energy (electricity generation)</u> (excl. Aitutaki)	Estimation of generation cost <i>minus</i> estimated trading revenue from appropriate usage charges Separately averaged per person usage across of the Northern Group and the Southern Group	A cost of 90-95 cents per kWh A charge of 60 cents per kWh to local users Average consumption in the Northern Group (incl. Palmerston) Average consumption in the Southern Group (excl. Aitutaki)
<u>Other costs¹</u>	Varies by island	Operational costs for inter-motu ferries (\$3,000 for Manihiki, \$6,000 for Penrhyn)

¹ 'Other Costs' include island specific costs not factored into the general model (such as motu-to-motu transport for Penrhyn and Manihiki).

In 2018 a number of changes were made to the value of infrastructure parameters. The maintenance price of a sealed kilometer of road has decreased by \$1,602.45, while the maintenance price of an unsealed kilometer of road has increased by \$872.5. The cost of airstrip maintenance has decreased by \$11,746 per kilometer. Waste management prices dropped by \$54 per person, however a fixed cost of \$26,920 was added to consider those costs faced by all Pa Enea, regardless of population level. Road beautification prices have increased by \$1,000 per kilometer of road.

The Funding Model also includes a 10 per cent modifier on operating expenses to account for the remoteness of the Northern Group and Palmerston. This was estimated on the average cost of landed diesel on island as a proportion of total operating costs (not including personnel). This number is halved to 5 per cent for energy operating costs as all the Northern Group have access to renewable energy systems; this dramatically reduces the need for importing diesel and oils, and shifts the burden of costs to the capital replacement budget (which is borne by the central Budget).

15.2 2019/20 Pa Enua Funding Model results

In 2019/20 the funding pool for the Pa Enua has increased by \$644,145 to a total of \$8.3 million and further increased by \$1.3 million to include government wide salary adjustment taking the total funding to \$9.6 million in 2020/21. This year's increase is split in accordance to each island's special needs to cover for the increased personnel expenses.

The total funding is estimated to cover for basic service needs for the outer islands.

These figures exclude the trading revenue generated by the Island Governments outside of estimated energy revenues and the increase in the minimum wage and employment liability insurance.

Approximately 64.8 per cent of the total funding given to the Island Governments goes to the Southern Group (excluding Palmerston) and 35.2 per cent goes to the Northern Group and Palmerston. As background, 75 per cent of the population of the Pa Enua live in the Southern Group excluding Palmerston. The mild preference of the Funding Model to give proportionally more funding to the remote and less populous islands is due to the fixed cost parameters (such as administration and asset maintenance) that are independent of population, and the premium given to shipping costs to the more remote islands. A summary of the Funding Model results are provided in Figure 15-1.

Figure 15-1 Allocation of total funding across Island Governments

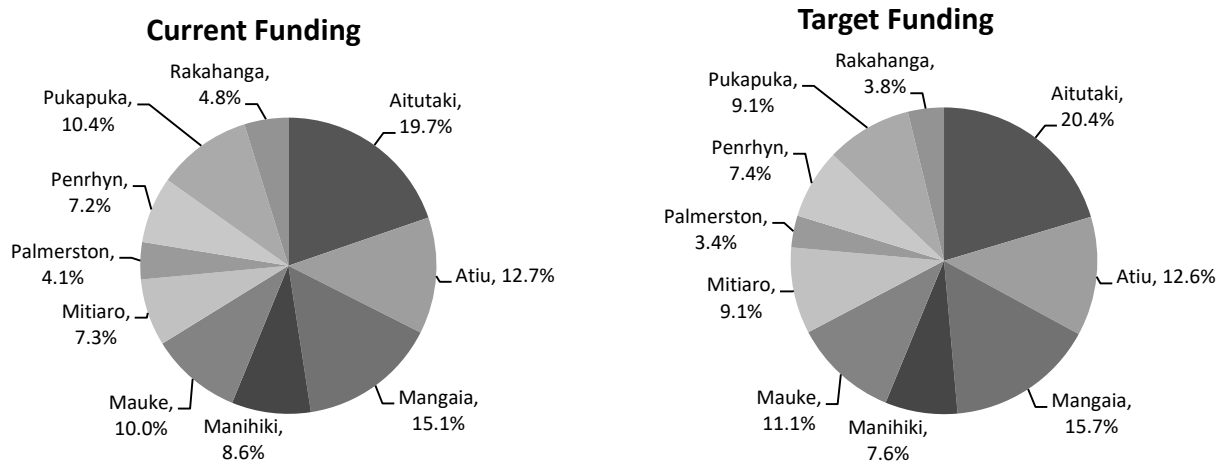


Table 15-2 Pa Enua Funding Model results for 2019/20 (\$)

	2018/19 Budget Cash Funding	Current percentage of total Cash Funding	Formula Results			2019/20 Cash Funding
			Minimum Cash Funding	Target percentage of total Cash Funding	Adjustment towards target	
Aitutaki	1,445,586	19.7%	1,635,373	20.4%	7,037	1,499,833
Atiu	931,970	12.7%	1,007,569	12.6%	(6,641)	977,296
Mangaia	1,107,032	15.1%	1,256,507	15.7%	5,389	1,151,015
Manihiki	632,331	8.6%	612,810	7.6%	(4,506)	686,567
Mauke	732,699	10.0%	888,399	11.1%	3,567	781,295
Mitiaro	536,429	7.3%	731,010	9.1%	2,611	628,401
Palmerston	297,377	4.1%	270,135	3.4%	(2,119)	319,158
Penrhyn	531,012	7.2%	591,968	7.4%	2,585	644,541
Pukapuka	760,169	10.4%	727,539	9.1%	(5,417)	899,080
Rakahanga	351,685	4.8%	304,743	3.8%	(2,506)	383,248
Total	7,326,290		8,026,053	100.0%	0	7,970,434

For the complete appropriation of each Island Government, refer to Schedule 1 of the Appropriation Bill or the relevant section of Budget Book 2.

15.3 Other agency support targeting the Pa Enea

The funding provided for the Pa Enea is not limited to that distributed via the Pa Enea Funding Model. In addition to Island Government appropriations, Rarotonga-based agencies and development partners also mobilise significant resources to assist communities in the Pa Enea. Much of this assistance is crucial for the well-being of local communities. This is especially true in the case of major capital works and heavy machinery.

Assistance to the Pa Enea is not a mandated requirement for financial reporting, so survey methods are necessary to determine estimated levels of support. Table 15-3 summarises the estimated assistance given by each agency to the Pa Enea.

Table 15-3 Estimated agency expenditure in the Pa Enea (\$'000)

	2019/20 Budget Estimate			
	Operational	Personnel	Trading Revenue	Capital
Ministry of Marine Recourses	71	420	0	0
Ministry of Health	518	2,284	10	275
Ministry of Education	298	3,947	0	360
Infrastructure Cook Islands	238	111	0	6,870
Official Development Assistance	2,638	0	0	10,834
Cook Island Police Service	64	478	3	19
Internal Affairs	28	157	4	69
Cook Island Investment Corporation	0	0	0	1,540
Ports Authority	80	172	659	545
Airport Authority	200	224	0	2
National Environment Service	121	239	3	10
Office of the Prime Minister	13.5	178	0	650
Ministry of Finance	500	0	0	110
Total	4,771	8,215	679	21,284
Social Welfare	6,105	0	0	0
Scholarships / Other Education	130	0	0	0
Total	11,006	8,215	679	19,900

¹ Official Development Assistance (ODA) is delivered through numerous agencies, both local and foreign. Figures of ODA spending are at best a good estimate as the funding is split between Pa Enea and Rarotonga. For more information refer to the ODA chapter.

Note: Due to the close integration of Pa Enea support in general agency programs, this data should be taken as an estimate only.

15.3.1 Ministry of Health

The Ministry of Health allocates personnel funding for health positions held in the Pa Enea. These positions can include nurses, doctors and dentists. The Ministry of Health contributes to the operational costs of the hospitals and health centres in the Pa Enea. Non Communicable Disease promotional activities that include or are held in the Pa Enea are covered through the \$195,000 provided by Government for the NCD initiative. In addition to this, patients who are required to be referred from the Pa Enea to Rarotonga and on to New Zealand for health issues are covered through the patient referral program that is administered by the Ministry of Health at the cost of \$1,000,000. All costs are funded by the Cook Islands Government, and are not included above.

In addition to this, the Ministry of Health estimate operating expenditure of \$518,900, with personnel expenditure of \$2,284,000. Each year the health care system is able to collect \$10,000 in trading revenue. This mostly comes from the unsubstantial fixed costs required to be payed prior to seeing a physician.

The Ministry of Health has a baseline funding of \$275,000 to assist in the purchasing of specialized health equipment to assist both the Pa Enea and Rarotonga Hospitals.

15.3.2 Ministry of Education

Outside of social welfare payments, the Ministry of Education is the single largest contributor to operational funding in the Pa Enea. In 2019/20, the Ministry anticipates personnel costs of \$3 million with an additional \$298,000 for ongoing operational expenditure at the school level. These costs include text books, stationery, property, teacher salaries and other expenses.

This year the Ministry is allocating \$130,000 to scholarships and \$523,600 to assist students from the Pa Enea studying in Rarotonga. Furthermore, the Ministry supports Tekaaroa School in Aitutaki (in addition to all schools except that on Palmerston).

The Ministry also anticipates spending approximately \$57,000 on Laptops and Ipads replacement plan, in addition to its regular capital purchases. All Pa Enea schools are included in replacement plans for ICT including printers and copiers as well as school furniture.

15.3.3 Infrastructure Cook Islands (ICI)

ICI has appropriated \$6.9 million for capital projects in the Pa Enea during 2019/20. This investment will mainly be dedicated towards the work on Pa Enea Cyclone Centers. The works will continue to 2020/21 with a budget totaling to \$7.6 million. Details of these capital projects are provided in the Capital Chapter.

Table 15-4 Estimated ICI capital projects in the Pa Enea (\$'000)

Island	PROJECT/PROGRAMME	2019/20	2020/21	2021/22
		Budget Estimate	Projection	Projection
Aitutaki	Establish New Water Galleries	200	0	0
Atiu	Atiu Road Improvement Programme	570	0	0
Mitiaro	Mitiaro Water Upgrade	250	0	0
Pukapuka	Nassau Ferry	350	0	0
Pa Enea	Manea Games	100	0	0
Pa Enea	Pa Enea Cyclone Centre	4,200	3,600	0
Pa Enea	Water Infrastructure Improvement	1,050	500	500
Pa Enea	Pa Enea Marine Infrastructure	150	3,500	0
CIG funded Infrastructure Cook Islands		6,870	7,600	500

15.3.4 Official Development Assistance

ODA is an important element of Government spending. Total ODA estimated to be spent on the Pa Enua development in 2019/20 is \$11 million. Chapter 16 has more detail on specific ODA projects, with Chapter 9 outlining all capital spending.

The biggest projects included in the ODA schedule for 2019/20 are the Ridge to Reef project, Southern Group Renewable Energy Project, Pa Enua Action for Resilient Livelihood and Phase II of the Northern Water Project.

15.3.5 Cook Islands Police Service

Police Services are planned to spend close to \$478,650 on the Pa Enua. Most of the funding is allocated to Personnel leaving around \$64,000 for operations. Furthermore, \$25,200 is provided to cover all addition expenses encountered by the islands' police services.

15.3.6 Ministry of Internal Affairs

Total welfare payments to the Pa Enua in 2019/20 are estimated at \$6.1 million. Full details of the breakdown between the islands and welfare categories are shown in Table 15-5. The amounts presented do not include the welfare benefits received by beneficiaries on Palmerston, as these benefits are paid into accounts held in the Rarotonga branch of the Bank of the Cook Islands.

Table 15-5 Estimated Social Welfare Payments in the Pa Enua for 2019/20 (\$'000)

	Aitutaki	Mangaia	Atiu	Mauke	Mitiaro	Pukapuka	Penrhyn	Manihiki	Rakahanga	Total
Old Age Pension 60+	700	322	212	178	109	148	37.6	82.6	51	1,840
Old Age Pension 70+	832	384	260	198	136	124	48.2	75.7	38	2,096
Child Benefit	594	132	119	51.6	55.2	221	93.6	80.4	27.6	1,374
Newborn Allowance	28	2	7	2	3	8	2	2	1	55
Destitute Benefit	12	4.8	9.6	2.4	0	0	2.4	2.4	0	34.6
Infirm Benefit	84	38.4	26.4	19.2	7.2	14.4	7.2	4.8	4.8	206.4
Maternity Leave	28.5	0	0	0	0	0	0	0	0	28.5
Caregivers	35.6	21.8	9.9	11.9	17.8	31.7	5.9	4	2	140.6
Christmas Bonus	38.1	11.8	9.5	5.9	4.3	12.3	4.8	4.5	1.9	93.2
Funeral Allowance	19.2	12	7.2	10.8	2.4	26.4	7.2	9.6	1.2	96
Power Subsidy	13	13.7	6.7	8.2	1.4	2.9	1.4	4.1	0.24	51.6
Special Assistance	36.4	0	20.7	1.2	4.4	0	0	0	0	89.8
Total	2,448	942.1	688	489.2	340	589	210.4	270	128	6,104

15.3.7 Cook Islands Investment Corporation (CIIC)

CIIC anticipates capital spending of \$1.54 million in the Pa Enua during 2019/20. The major project for this year is the commencement of the Orongo Development Master Plan and Centre Reconstruction. The new development of the southern marina area will assist in increasing tourism further. The deepening and widening of the existing channel will allow yachts, cruise ships tenders and ships to berth in the harbour. Other major projects for this year include Penrhyn Government Building as well as Atiu School Building.

Table 15-6 Estimated CIIC capital projects in the Pa Enea (\$'000)

Island	PROJECT/PROGRAMME	2019/20	2020/21	21/22
		Budget Estimate	Estimate	Projection
Aitutaki	Orongo Development Master Plan and Centre Reconstruction	500	500	0
Aitutaki	Aitutaki Government Building Project	60	170	450
Atiu	School Building Project	480	350	0
Penrhyn	Government Building Project	500	150	0
CIIG funded Cook Islands Investment Corporation		1,540	1,170	450

15.3.8 The Ports and Airport Authorities

The Ports Authority manage assets on Aitutaki. In 2019/20, \$172,366 is allocated to personnel and \$80,145 is allocated to operational expenses. Operating expenditure includes utilities, bulk fuel and other operating expenses. Personnel expenditure includes remuneration, overtimes, leave, allowances, training and superannuation. Repair and maintenance includes \$140,000 to assist towards improvement of Aitutaki channel dredging. And depreciation accounts for new capital expenditures. The rest of the budget is used to cover repair/maintenance as well as the costs associated with depreciation.

The total expenditure estimate for the Aitutaki Airport is \$424,698 which includes personnel cost of \$241,000 and operational cost of \$184,000. The airport also has a depreciation cost of \$427,200 as well as repair and maintenance costs amounting to \$27,000.

15.3.9 National Environment Service (NES)

NES estimates expenditure of \$239,743 on environment officers in the Pa Enea including Suwarrow during 2019/20, with operational expenditure of \$121,000 and trading revenue of \$3,000.

NES is also taking on one of the leading roles in implementing Ridge to Reef Project which is focused on building climate change resilience and implementing sustainable environment management. Some of the major projects this year include the installation of binoculars on Atiu, Turtle monitoring programs on Mauke, Manuae and Takutea, Mitiaro Fan Palm and Mitiaro Daisy, Technical and community training in Bird surveying/monitoring, and the implementation of Aitutaki Lagoon Master Plan.

15.3.10 Office of the Prime Minister (OPM)

OPM provide resources to assist with development in the Pa Enea, including delivery of the Pa Enea renewable energy projects. All the Renewable Projects on the Southern Group is completed with the exception of Mauke to be commissioned and tested during the 1st quarter of 2019/20. The Power Upgrade for Mauke and Mitiaro are also to be completed in the 2nd quarter of 2019/20.

An appropriation of \$250,000 is provided for the management oversight of Renewable Energy Projects in Rarotonga and Pa Enea.

15.3.11 The Ministry of Finance and Economic Management (MFEM)

MFEM manages the small capital fund \$110,000 for the Island Governments to make funding requests related to capital under the value of \$5,000. This \$110,000 is distributed amongst the 10 Pa Enea. In addition, MFEM has two finance officers dedicated to the financial reporting of each island. \$500,000 is baselined for a shipping subsidy to the Pa Enea. The pilot to this subsidy was undertaken in 2018 and the results from this should inform the ongoing subsidy put in place.

15.3.12 Total agency expenditure in the Pa Enea

Table 15-7 represents total funding provided to Pa Enea.

The level of investment by the Government in the Pa Enea is significant by any measure, representing the importance of the Pa Enea to the Cook Islands Government.

Table 15-7 Total Central Government expenditure in the Pa Enea (\$'000)

Island	Government Support through Agencies	Fiscal transfer from Central Government	Welfare transfers	Total current public spending
Aitutaki	3,869	1,993	2,448	8,378
Atiu	883	1,471	688	3,267
Mangaia	1,345	1,857	942	4,144
Manihiki	771	1,214	270	2,373
Mauke	635	1,246	489.2	2,483
Mitiaro	577	783	340	1,761
Palmerston	1,362	412	0	1,794
Penrhyn	1,135	828	210.4	2,248
Pukapuka/Nassau	1,352	1,188	589	3,204
Rakahanga	307.4	507	128	992
Suvarrow	119.7	0	0	0
General Support	22,660		-	22,899
Total Pa Enea	35,016	11,499	6,105	53,424

Note: The welfare benefit payments received by beneficiaries in Palmerston is not reflected in this table as these are paid to beneficiaries accounts at the BCI branch in Rarotonga. Also note that trading revenue is not shown here as that revenue is generated on-island, and hence not transferred from the central budget.

15.4 The Pa Enea economic context

15.4.1 Introduction

The Cook Islands are spread across 1.8 million square kilometres of ocean, making the economic integration of the Pa Enea with Rarotonga and global markets a challenge. This requires novel solutions and substantial levels of subsidisation. By Pacific standards, Rarotonga is a small and remote market, with the islands of the Pa Enea being even smaller and even more remote. Over the past 40 years, the economic prospects of the Pa Enea have been further eroded by continued depopulation.

This does not mean that economic development is impossible – it simply means that the Pa Enea face development challenges that need to be acknowledged, and are separate from those faced in Rarotonga. There are examples of successful businesses and initiatives in the Pa Enea that have significantly benefitted their local communities, as well as activities that have capitalised on the booming tourist growth in Rarotonga (such as parrotfish from Palmerston and on-travel to Aitutaki).

The general challenges of transport, poor local infrastructure and poor access to labour, are almost universal, but this section attempts to summarise any recent economic developments unique to each particular island. Reliable data makes full analysis difficult, but highlights the need for economic reporting in the Pa Enea as a general issue.

15.4.2 Aitutaki

Aitutaki remains the Pa Enea leader in the tourism sector. On average, the island welcomes 84 per cent of all the visitors traveling to the Pa Enea with 38,777 visiting in 2018 (including locals) an increase of approximately 5 per cent on 2017. Increases in the Rarotonga tourism sector positively contribute to the Aitutaki tourism as around 22 per cent of visitors travel on to Aitutaki.

Last year the Aitutaki Road Sealing Program was further progressed, with only around 5 kilometres remaining to be sealed. The program will lead to a positive impact on businesses, individuals and the tourism industry on the island, although lack of accommodation still remains an issue. According to estimates there are around 200 available rooms on Aitutaki of which only a few can be classified as “family-friendly”.

This year capital funds have been appropriated for the implementation of Aitutaki Government Building Project to undergo substantial maintenance work and the Orongo project to further assist the tourism sector of the island.

15.4.3 Atiu

Atiu Island is also referred to as Enuamanu which is translated as the land of birds. It is located 187 km northeast of Rarotonga and is home to nearly 500 residents.

In 2018, 2,667 people including (including locals) visited Atiu. There are two ways of getting to the island. One being the direct Air Rarotonga flight which provides a regular domestic service to Atiu. The second way is to fly through Aitutaki which currently has 4 links a week allowing tourists to visit both of the islands. Visitors to the island can indulge in the natural beauty of the island and discover over 26 unspoiled beaches. The island also has a number of caves to be explored by the visitors. One of such caves, called Anataketake is home to one of the rare indigenous birds called the Kopeka.

Atiu’s geography is very different from Rarotonga or Aitutaki, with untouched jungle and a diverse number of bird species, allowing it to attract adventure travelers.

The Atiu Road Improvement Program was a major project in 2018/19. Since then 14.2 additional kilometers of the roads were sealed through the main villages of the island. Better infrastructure will benefit communities, aid in local economic development and ensure that Atiu has adequate infrastructure to support increased tourist arrivals. In 2019/20, \$570,000 was re-appropriated from previous year to further assist in the completion of the Road improvement program.

15.4.4 Mangaia

Mangaia is believed to be the oldest island in the Pacific. Traditionally it is known as A’Ua’U Enua meaning terraces. It is not only the most southern island but also the second largest in Cook Islands. It allures tourists with its ancient history, traditional way of life, long sandy beaches, secret caves and rare bird species.

Total arrivals (including locals) to Mangaia in 2017 were recorded at 2,198. In 2018 the total arrivals were recorded at 2,908, an increase of 30%. This can be mostly attributed to the Tri Series being held in Mangaia in 2018 – a biennial sporting event. The island accounts for 5 per cent of all travelers to the Pa Enua and surpassing Atiu as the second most visited Pa Enua destination.

In the past years Mangaia has benefited from development partner assistance in the form of coolers and ice making machine for the local fishing club. While fishing catch fluctuates between months, most of the catch never reaches storage facilities as it is sold on the wharf or presold to waiting customers. There are plans for the local fishing club and school to teach school children about fishing from an early age.

A quarry site at Karanga Nui has become operational to maintain the main coastal roads to an acceptable standard.

Last year ICI took on a project to improvement water supply in Tamarua Village with total Government funding of \$250,000. The project included the construction of a new intake structure, a rising main from the new intake and two 25,000 litre water storage tanks.

Mangaia has made progress in agriculture in recent years, with produce now being shipped to Rarotonga for sale. This is expected to be further supported by the PEARL project (see Chapter 16.3).

15.4.5 Manihiki

Manihiki is located 1,200 kilometres north of Rarotonga. The islands is often referred to as the “islands of pearls” as 40 tiny islets encircle a lagoon which makes it a perfect nesting ground for the pearl farming. Fishing is also one of the major activities although the catch is mostly for local consumption. Recently the Manihiki Lagoon Clean-Up Project was successfully completed. As a result seven pearl farmers have applied to the island government to expand into the cleaned farm areas. The immediate economic benefit of the project was the approximately \$100,000 put into the Manihiki economy through wages, rentals and purchases by the contractors. Nearly \$27,000 worth of equipment was given to the Manihiki Island Government and \$5,000 worth of equipment handed over to community and staff.

While the clean-up was focused on the pearl farms, improving the lagoon had wider benefits as the lagoon is an important source of food for the Manihiki Community.

15.4.6 Mauke

Mauke is located in the south-east corner of Cook Islands. It is a raised atoll named after its legendary founder, Uke. Most of the island is flat and it raises only 30 meter above the sea level.

Prior to the 2013 drought, the availability of ground water on the island was sufficient for irrigation purposes and production of vegetables for the Rarotonga market. However, following the drought, the sector is in the process of recovering. Further support to agriculture is expected through the Pa Enuu Action for Resilient Livelihoods (PEARL) project.

Mauke is participating in the Southern Group Renewable Energy Program. The island has completed the civil work array of the project and is soon to transfer to solar energy. The station is part of the Southern Renewable Energy Project financed by grants from the European Union and Global Environment Facility, Japan’s Pacific Community funds and loans from the Asian Development Bank.

The recent construction of the harbour at Taunganui is aiding in improving cargo handling and shipping services on the island. This allows to ensure safe, efficient and reliable transportation of the goods and people, thereby fostering economic growth and prosperity for the Mauke.

15.4.7 Mitiaro

Mitiaro is the fourth largest of the Southern Cook Islands. In the past years around 2 per cent of all the outer island visitors chose to travel to Mitiaro. In 2018, 976 people visited the island, again the highest number in the last 10 years.

In 2016/17 the Government expressed concern with some of Mitiaro’s water galleries. In 2019, Mitiaro completed construction of 10 concrete 20,000 litre water tanks and purchased a mobile water tank to transfer water to remote areas as well as to assist in the case of emergencies. The project received a funding of \$115,500 from the Government of Japan through GAP and is focused on building Mitiaro’s resilience to the impacts of climate change.

15.4.8 Palmerston

Palmerston is a coral atoll located about 500 kilometers northwest of Rarotonga. Due to the distances, ships are only able to visit the island a few times a year.

The construction of the Palmerston Cyclone Shelter was completed in 2018/19. This project will provide secure and reliable shelter for up to 80 people and assist in post disaster recovery during adverse weather conditions.

Furthermore, July 8th, 2019 was chosen for the Palmerston House Opening Ceremony. The new building will serve as a hostel and solve accommodation challenges on the island. Prior to this, Palmerston was the only outer island without a hostel. The chosen date holds a great significance as that was the date when late William Palmerston and his family first landed on the island in 1863.

15.4.9 Penrhyn

Penrhyn lies only 9 degrees below the equator. It is considered to be one of the largest atolls in the Pacific. Penrhyn is 1,400 kilometres from Rarotonga and 350 kilometres from its nearest neighbours Manihiki and Rakahanga.

Diving and harvesting natural pearls or pipi on Penrhyn has been a key source of local income, often involving whole family units. There are two overseas buyers involved in the industry and working directly with the community. The economic returns from harvesting pipi have resulted in a decline in the production of woven handicrafts. There is concern over current harvesting practices and the future sustainability of the pipi may be under threat. In response, the council have placed a temporary ban on pipi harvesting which will be lifted as soon as the population improves.

Fishing is generally reserved for family consumption, with little excess for sale or export to Rarotonga. While shellfish like paua or clams present opportunities for the islanders, the harvesting of it is locally regulated to ensure sustainability, thus restricting revenue from this resource to specific times of the year. There are concerns around the seashell food population based on indications of an increase in coral bleaching which affects clam populations.

In 2018/19, ICI undertook a \$250,000 project aimed at scoping the Omoka Harbour. Construction to upgrade the harbor is prioritised to take place over the medium term.

15.4.10 Pukapuka and Nassau

Pukapuka is one of the most remote islands on earth. Due to limited air connections the island is unlikely to become a major tourist destination in the near future.

Economic activity is low with food production for local consumption being the mainstay. Due to the remoteness of the island, shipping costs from Rarotonga are high. The Government has introduced a pilot subsidy on some voyages to the Northern Islands with a requirement to reduce freight charges.

In 2018/19 an estimated funding of \$500,000 was allocated by the Government for the reconstruction of the Pukapuka hospital.

Nassau is located 88 km from Pukapuka. The Government is proposing to construct cyclone shelters on the two sister islands. This will be programed by ICI.

Nassau is currently undergoing an EU-GIZ ACSE²⁰ Northern Island Water Project Phase II which aims to improve the island's capacity to collect, store and manage water resources. Similar developments are being carried out in Penrhyn and Palmerston.

15.4.11 Rakahanga

Rakahanga is the sister island of Manihiki. It is a rectangular atoll famous for huge coconut crabs and sea turtles.

Unlike most of the other Pa Enea islands, Rakahanga is unsuitable for pearl farming. Although the island benefits from fishing activities and abundant vegetation. Every January the island hosts a tuna fishing contest. On average the boats return with 200 or more fish a day.

The island generates extra revenue for the residents by engaging in dried fish production.

²⁰ Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) - Adapting to Climate Change and Sustainable Energy (ACSE) Programme. More information available at <http://acse-pacific.org/about/>

16 Official Development Assistance

16.1 Summary

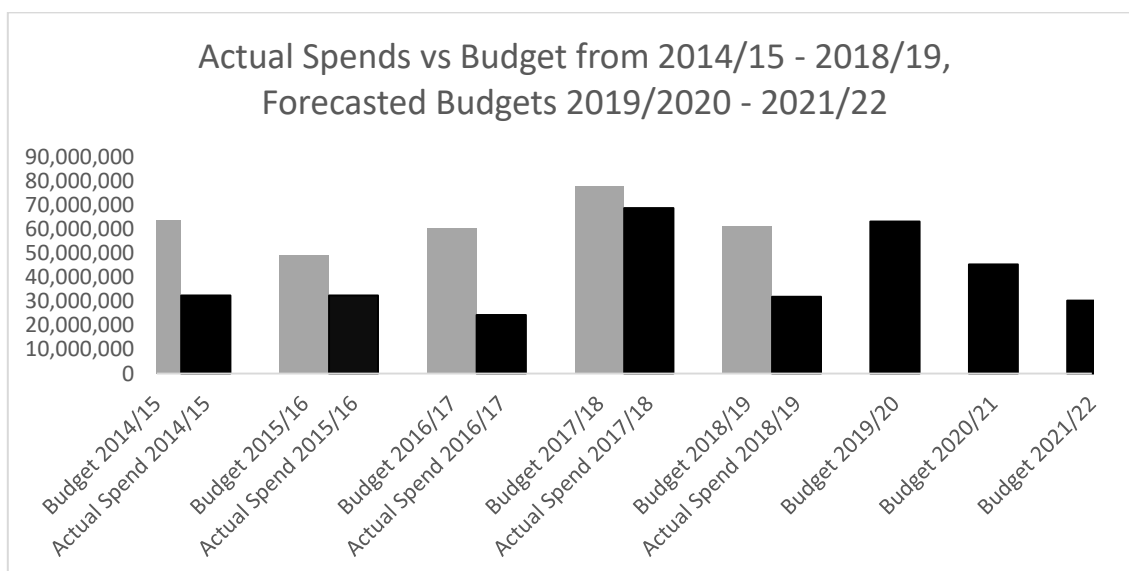
16.1.1 Introduction

The Official Development Assistance (ODA) chapter highlights ODA projects and their contributions to Government priorities. This chapter should be read in conjunction with the capital chapter as only ODA-funded infrastructure projects are detailed here.

Actual expenditure for ODA in 2018/19 was \$31.9 million of the \$61 million estimated in Budget 2018/19, a conversion rate of around 52 per cent. Total expenditure was predominantly driven by the implementation of large infrastructure projects such as Te Mato Vai, Mei Te Vai Ki Te Vai, Manatua Cable, the Renewable Energy Project as well as the continuous roll out of Core Sector Support.

Figure 16-1 shows actual expenditure of ODA funds from 2014/15 to 2018/19, and budgets for 2019/20 and the forward estimates. Expenditure in 2014/15 and 2015/16 was similar, with a slight drop the following year due to expenditure on large infrastructure projects planned for 2016/17 being implemented in 2017/18. 2017/18 saw the largest expenditure of ODA funds for the Cook Islands to date with a slight decrease in spend during the 2018/19 financial year due to delays in finalizing various grant funding arrangements, in particular for New Zealand.

Figure 16-1 Cook Islands ODA actual and estimated expenditure, 2014/15 – 2020/21



The ODA estimate for 2019/20 is \$64.7 million and is mostly comprised of the following major infrastructure projects:

- New Zealand Core Sector Support is estimated at \$9 million
- Te Mato Vai (TMV) and Mei Te Vai Ki Te Vai (MTVKTV) estimated at \$4 million to be funded through the remaining balance of New Zealand grants received at the end of last financial year;
- Manatua Submarine cable project estimated at \$6 million; and
- Renewable Energy at \$8 million
- Asset Management at \$12 million.

New Zealand has committed \$50 million towards the bilateral program for the next three years. Negotiations on priorities and the design of individual Grant Funding Arrangements are currently underway and were not confirmed at the time of publishing the annual budget. It is important to note that New Zealand support will continue to be allocated towards existing priorities such as the Core Sector Support (CSS – Health, Tourism, Education and strengthening public sector initiatives) and Sanitation. The estimated budget towards CSS has been based on the previous baseline which has been pre-approved by New Zealand in anticipation of a finalised Grant Funding Arrangement.

The Cook Islands Government also contributes to ODA-funded projects through its Capital budget contribution, human resources, operational budgets and taxation exemptions which have not been highlighted in past Budgets. For the financial year 2018/19, an estimated \$2.3 million in foregone taxation revenue was provided for project implementation, where taxation duties were exempted as part of project delivery. This has been provided through an ODA exemption on imported materials for projects, as well as exemptions on value-added tax for purchases of goods and services.

The above investments highlight the Government's continued commitment to its National Sustainable Development Plan (NSDP) 2016-2020 'Te Kaveinga Nui', with a majority of ODA directed towards, but not limited to:

- Goal 4 - Sustainable management of water and sanitation;
- Goal 5 - Building resilient infrastructure and ICT to improve our standard of living; and
- Goal 6 - Improving access to affordable, reliable, sustainable, modern energy and transport.

CIG will continue with its ambitious development agenda in the coming financial year with the continuation of infrastructure implementation and assessing the implications of ODA graduation.

ODA graduation

In July 2017, the OECD granted the Cook Islands an extension to provide Gross National Income (GNI) data. Prior to this, the OECD had been using GDP data to determine the Cook Islands' eligibility for ODA. The argument successfully put to the OECD, was that GDP and GNI can be significantly different in many countries, particularly small island nations that are open to trade, and that the Cook Islands should be given an extension to develop the GNI data.

Process Undertaken

Following the approval from the OECD, the Cook Islands Statistics Office engaged the assistance of PFTAC to review current data and to develop new series. In particular, PFTAC provided assistance in refining current GDP data and funded the first round of technical assistance to develop thorough Balance of Payments (BOP) data. A key aspect of the BOP is primary income, this assesses specific funds flowing in and out of the country and is added to GDP to determine GNI.

Impact of Graduation

Although graduation is expected to be confirmed in the coming months, this is not officially triggered by the OECD until 1 January 2020, meaning that any funding provided prior to that date is still classified as ODA. Following that date, ODA graduation may have an impact upon the level of foreign aid received, however this impact is only expected on OECD countries.

Confirmation from other donors, including multilaterals, on their level of support for the Cook Islands following graduation would allow MFEM to consider all of the fiscal costs of graduation and budget for these over the medium-term. At present, the loss of donor funding for some capital projects and local development projects has been considered, however the provision of technical assistance and travel has not. A clear list of donor support (who and what) would facilitate this work.

Cook Islands Core Sector Support

The previous Core Sector Support (CSS) Grant Funding Arrangement (GFA) with New Zealand, which was valued at \$20.1 million and allocated over 2016/17 to 2017/18, has come to an end. A new GFA is currently under negotiation and is predicted to provide \$36 million over four years. In the meantime a one-year Grant Contribution provides bridge funding of \$9,083,062 to allow for continued work under the same priorities in 2018/19. The goal of the support is to enhance the Cook Islands self-sufficiency by enabling predictable, efficient and effective delivery of priority development objectives coupled with practical policy reform. A recent independent evaluation of the first iteration of CSS has found that the CSS GFA is the preferred modality to implement bilateral funds with NZ and it was re-confirmed that the arrangement has achieved the Government's desired results.

Green Climate Fund

The Cook Islands can now access climate related finance of up to approximately \$76.3 million (US\$50 million) per project directly from the Green Climate Fund (GCF) which is a significant achievement for the Cook Islands.

The country has become the first nation in the Pacific to be accredited to the fund which was formed to assist developing countries in adaptation and mitigation practices to counter climate change.

The Ministry of Finance and Economic Management (MFEM) was approved as an accredited entity to the fund at the 22nd GCF board meeting in Manama, Bahrain in October 2018.

This means that MFEM can now source direct funding of up to \$76.3m from the GCF per project – avoiding the need to go through other accredited entities as has been done in the past – to support projects and programmes addressing climate change in the Cook Islands.

MFEM has been working on accreditation to the GCF since June, 2016. The lengthy process involved the need to strengthen internal processes, requiring MFEM to establish an Environmental and Social Safeguards, a Gender Policy and a Grants Awards System within its national financial systems, in order to meet fiduciary standards of the GCF's accreditation criteria. The Climate Change Cook Islands division (CCCI) of the Office of the Prime Minister, as the country's focal point to the GCF, assisted the accreditation process in terms of providing guidance. However, it has ultimately been MFEM's responsibility to ensure that all the requirements of the GCF were met throughout the process.

The Ministry of Finance together with the Office of the Prime Minister are now working together on the first project proposal under the Simplified Approval Process to the Green Climate Fund. The project is focused on the Health Sector and will be submitted to the GCF board in October 2019.

The second readiness support proposal is currently in the 2nd year of implementation and is scheduled to be completed by September 2019. MFEM and OPM have been working on a 4th readiness support proposal during the year which has been submitted to the GCF for consideration. If approved, the readiness proposal will commence in June 2019.

16.2 Cook Islands ODA Budget by development partner

A list of our current development partners and their estimated contributions over the forward years is provided in Table 16-1. It should be noted that forward year estimates are premature as there are currently very few signed and endorsed agreements that go beyond the 2019/20 financial year. A further review of these numbers will occur through the analysis of the impact of ODA graduation.

Table 16-1 Cook Islands ODA Budget by development partner 2019/20 – 2022/23 (\$)

Development Partner	2019/20	2020/21	2021/22	2022/23	Total (4yr Forecast)
Asian Development Bank	111,504	-	-	-	111,504
Australia	-	-	-	-	-
China	10,837,524	-	-	-	10,837,524
EU-German Development Cooperation	21,338	-	-	-	21,338
European Union	2,876,866	1,714,030	-	-	4,590,896
FAO	-	-	-	-	-
Forum Fisheries Agency	266,667	266,667	266,667	266,667	1,066,668
Global Environment Facility	2,980,959	1,761,988	318,389	-	5,061,336
Green Climate Fund	11,085,375	11,034,311	2,354,428	2,000,000	26,474,114
India	680,000	-	-	-	680,000
Japan	2,010,654	1,903,972	-	-	4,164,626
Multilateral Fund	-	-	-	-	-
New Zealand	32,021,777	19,200,000	19,200,000	9,200,000	82,621,777
Other	100,000	100,000	100,000	100,000	400,000
Secretariat of the Pacific Community	40,000	-	-	-	40,000
UN Adaptation Fund	1,826,957	538,021	-	-	2,364,978
UNDP	155,758	90,000	90,000	-	335,758
UNESCO	-	-	-	-	-
UNICEF	-	-	-	-	-
WHO	204,545	-	-	-	204,545
Grand Total	65,219,924	36,608,989	22,329,484	11,566,667	138,975,064

Figure 16-2 shows total expenditure against the budgeted amount for the 2018/19 financial year, by development partner. This highlights significant underspends against some budgeted providers.

Figure 16-2 ODA Budget by development partner, 2018/19 budget vs actual

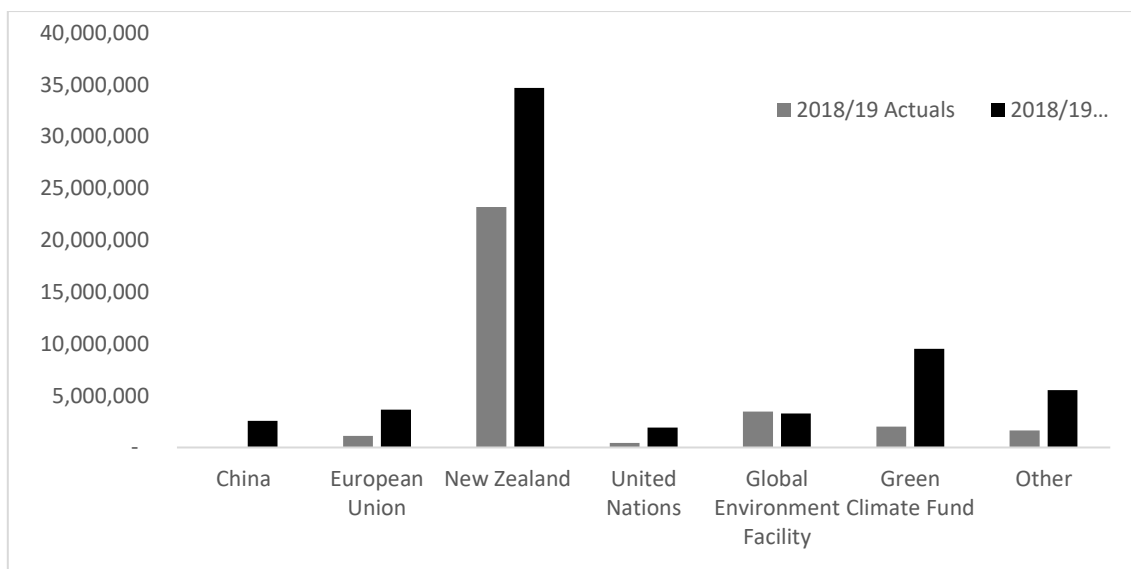
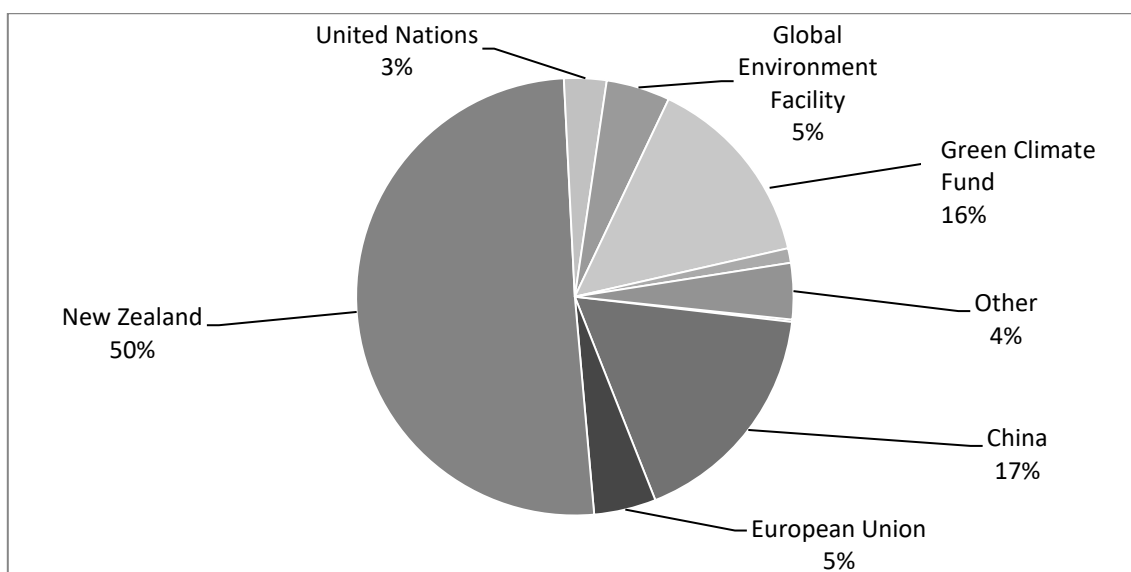


Figure 16.3 demonstrates the budget allocation for 2019/20 based on donor contributions. New Zealand is our largest partner contributing 50 per cent of our total budget, followed by the China at 17 per cent, Green Climate Fund at 16%, the European Union and the Global Environment Facility at 5 per cent.

Figure 16-3 Cook Islands ODA Budget by Development Partner Budget 2019/2020



Further details on key ODA activities are provided below, including the capital initiatives budget.

16.3 Ministry of Finance and Economic Management

E-Government TA Support

	2019/20	2020/21	2021/22	2022/23
Recurrent	111,504	0	0	0

The Government recognizes the potential of ICT and its ability to deliver Government services to its people. It improves Government processes, empowers and connects people to information and services and it promotes good governance. The output of this work will be in 2 streams:

1. A report consisting of a complete scoping of the current situation of ICT in Government with recommendations towards the necessary developments (infrastructure, hardware/software, organization structure, human resource, policies/legislations) for the implementation of e-Government with a piloted set of recommended services to demonstrate its capability.
2. Pilot implementation of the recommended services that includes the establishment of the necessary requirements (infrastructure, hardware/software, organization structure, human resource, policies/legislations). Indicative program implementation timeline is from March 2018 to November 2021.

Manatua Submarine Cable (ICT cable) – New Zealand Grant

	2019/20	2020/21	2021/22	2022/23
Capital	6,071,777	0	0	0

In early April 2017 an agreement with the Governments of Niue, French Polynesia and Samoa was signed to facilitate the design, construction, operation and maintenance of the regional submarine cable system that will connect these countries, and the islands of Rarotonga and Aitutaki.

The Government of New Zealand are providing a grant of \$15 million to the Cook Islands Government to support the project. TE Subcom have submitted detailed plans for design reviews, land and marine surveys, subsequent cable fabrication and installation works. The project is on track for installation by Jan-2020 and ready for service in May-2020.

India Grant Fund

	2019/20	2020/21	2021/22	2022/23
Recurrent	408,000	272,000	0	0

A total of \$964,000 was granted for 16 approved grass roots projects in the 2016/17 Round. The main focal area of the grant funding from the Government of India is to support, promote, and/or develop social, economic and/or cultural and development cultural, economic and social development and sustainability. An additional prerequisite was the alignment to Te Kaveinga Nui Framework National Sustainable Development Plan 2016-2020.

The 2016/17 round addressed a variety of grass root community areas such as agriculture and fisheries development, disability support, sports development, assistance to community halls and clinics, road safety and infrastructure.

Out of the 16 approved projects, 14 have been successfully completed to date. The remaining two projects are at their final stages of completion and progress reports are provided as per Grant Funding Arrangement requirements. New timeframe for these projects to be completed by May 2019.

The next round of funding for 2018/19 was advertised in November 2018. A total of 19 concept notes were received in December 2018 and of these 11 were deemed successful and received the full application templates to complete and submit by 23rd January 2019. These applications were vetted by the Grant Award Evaluation Committee in April 2019. A full list of the Committee's results will be provided to the National Sustainable Development Committee (NSDC) for their recommendations to be forwarded to the Government of India for final approval.

General Budget Support- European Development Fund

	2019/20	2020/21	2021/22	2022/23
Recurrent	2,288,136	1,419,665	0	0

The focus of the incentivised budget support under the EU's 11th cycle of funding (EDF11), which allocates funding using national systems until the year 2020, will continue with the Cook Islands priority of improving the Sanitation Sector. The Cook Islands submission under the 11th EDF funding cycle approved by the EU Commission focusses on upgrading commercial facility sewage systems on Aitutaki and Rarotonga to meet the *Public Health (Sewage and Wastewater Treatment and Disposal) Regulations 2014* standards. The implementing agency for this program is the Ministry of Health with support from the Development Coordination Division of MFEM.

Cook Islands Core Sector Support

The Core Sector Support GFA with New Zealand is progressing well and the budget support type modality is the preferred way to implement the Cook Islands development program going forward. The budgeted figures are based on current negotiations between the governments of the Cook Islands and New Zealand, and changes may be made to the estimates once negotiations have concluded. The new GFA is predicted to provide \$36 million over four years to align with Cook Islands' Medium-term Fiscal Strategy. In the meantime a one-year Grant Contribution ensures bridge funding of \$9,083,062 to allow for continued work under the same priorities in 2018/19.

The CSS Program includes direct budget support to the Ministry of Education, Cook Islands Tourism and the Ministry of Health. The investment is provided to improve indicators that directly relate to the NSDP of the Cook Island. This component of CSS continues to demonstrate an endorsement and confidence in national systems, simplifies our bilateral and development relationship, and allows us to focus on outcomes and results.

An additional output under CSS provides funding towards technical assistance and other support for economic governance and public sector strengthening. It funds projects that have been identified as priorities by the Cook Islands and then go through a process of mutual agreement between the two governments. While the budget support component of CSS provides predictability of funding, this output allows for a flexible response to needs as they arise.

China Grant Fund – Economic Technical Cooperation Agreements

	2019/20	20120/21	2021/22	2022/23
Recurrent expenses	10,837,524	0	0	0

The Cook Islands Government continues to expand co-operation with the Government of the People’s Republic of China. In December 2018, the two governments signed through their respective diplomatic envoys in Wellington a new Economic and Technical Cooperation Agreement (ETCA) for the provision of RMB Yuan 50,000,000 (approximately NZ\$10,000,000) by China to the Cook Islands in grant funding for a project yet to be determined by the Cook Islands Government.

Aid Effectiveness

	2019/20	2020/21	2021/22	2022/23
Recurrent	100,000	100,000	100,000	100,000

The Aid Effectiveness budget is drawn from the interest earned on development partner trust accounts and is used to support the implementation of official development assistance policy. The program currently contributes to several projects including the following: annual meeting of development partners, surge capacity to catch up and standardise Crown financial statements, training and set-up of project financial management software and support project development in the areas of climate finance.

Pacific Parliamentary Development Project – UNDP

	2019/20	2020/21	2021/22	2022/23
Recurrent	75,758	0	0	0

The Pacific Parliamentary Development Project (PPDP) aims to increase women’s political participation, increase Parliament’s capacity to engage and respond to key development issues and mainstream gender across the project. This initiative is being funded and directly managed by UNDP, with an indicated funding of US\$50,000 for 2018/19, as well as further support over three to four year duration. This project will be a partnership between Cook Islands Parliamentary Services, Ministry of Internal Affairs and UNDP, Pacific Centre. Initiatives planned for this period include capacity development for new members of Parliament and progressing caucus for women in Parliament and participation in programs for Commonwealth Parliamentarians.

Economic and Social Sector Programme 2018 – Japanese Machinery and Equipment

	2019/20	2020/21	2021/22	2022/2023
Capital	766,656	1,603,972	0	0

The purpose of the 2018 grant is to purchase products and/or services to implement this programme, which is to enhance public sector agency efforts towards infrastructure rehabilitation. The capital goods/equipment list submitted by public sector agencies to MFEM as well as previous request via DCD for ODA support, formed the finalised items list to be considered for procurement. The list received approval by cabinet and the government of Japan. In addition, Japan International Cooperation Systems (JICS), was approved as the procurement agent. Using JICS processes, five (5) items were selected to be procured, manufactured and shipped to Rarotonga. The Indicative implementation timeline is from March 2019 to December 2020.

Co-financing on the part of Government includes exemptions of relevant import VAT taxes in accordance with the VAT Act 1997 for approved ODA imports. Cook Islands Government financial procedures and procurement processes will be adhered to.

Grant Assistance for Grassroots Projects (GGP) - Japan

	2019/20	2020/21	2021/22	2022/2023
Capital	376,160	0	0	0

The Japanese Government offers a financial assistance program for development projects designed to meet the diverse needs of developing countries. Known as "Grant Assistance for Grassroots Projects (GGP)". This assistance supports projects proposed by various bodies such as non-governmental organizations (NGOs) and local government authorities.

In February 2019, four grant contracts were signed by Minister/deputy head of mission from the Embassy of Japan and the designated authorised person for each of the four projects. Management of the project deliverables and financing is directly between the Japan and the grant contract recipients. The budget reflected here relate to the three NGO projects, which are:

1. Mitiaro - to construct 10 concrete water tanks in eight sites and purchase a mobile water tank for the transfer of water to remote areas as well as for the fire emergencies.
2. Mangaia, Puna Tavaenga Village-to construct a water catchment shed and install an irrigation system which includes six water tanks for water collection and storage.
3. Rarotonga, Ngatangia - to construct and upgrade the Health Center.

The fourth project is being implemented by Infrastructure Cook Islands (ICI). For information related to this project refer to the ICI section

Non Project Grant Aid Japan – Palmerston Cyclone Centre

	2019/20	2020/21	2021/22	2022/23
Capital	103,926	0	0	0

This project will improve security and resilience of the island community, by delivering a structurally sound, safe, reliable, durable cyclone shelter that will provide protection from extreme weather events and also provide for post disaster recovery. The contract works awarded to Landholdings is completed. A 12 month defect period is in place before the project can be signed off as fully completed.

Purpose-Built Shipping Vessel for Inter-Island Services – TA Support

	2019/20	2020/21	2021/22	2022/2023
Capital	250,000	0	0	0

The Government has requested support from the Government of Japan in developing a project to deliver a purpose-built shipping vessel for inter-island services. The Government anticipates that this will be a two-stage project, with Stage 1 delivering a comprehensive business case to inform a Government decision on proceeding to Stage 2 – detailed design, construction and operation of the vessel. Funding has been allocated for 2019/20 for Stage 1 technical assistance from Japan International Cooperation Agency.

New Zealand Volunteers Services Abroad (NZVSA) – New Zealand

	2019/20	2020/21	2021/22	2022/2023
Recurrent	196,283	0	0	0

This is a program directly managed by NZVSA for the purposes of sending skilled New Zealanders to the Cook Islands to share their experience and knowledge directly with public sector agencies. There has been an increase in volunteers assigned to the public sector agencies.

For this period, volunteer service abroad (VSA) who takes up these tasks together with the Government will aim to ensure that assignments are locally identified, locally relevant, and locally delivered. The VSA goal is to transfer skills and knowledge so that the changes achieved during an assignment remain sustainable after a volunteer returns to New Zealand.

Mei Te Vai Ki Te Vai (MTVKTV)

	2019/20	2020/21	2021/2022	2022/23
Capital	3,858,000	10,000,000	10,000,000	0
Environmental Investigation MMR	142,000	0	0	0

The Mei Te Vai Ki Te Vai project is steadily advancing since work began in January 2017. A roadmap has been developed in consultation with key stakeholders that takes into account relevant actions in regards to governance, legislation, policy and regulation, finance and funding, and environment and health. For more information please visit our website <https://www.totatouvai.co/>

Milestones	2019/20 Financial year
Business Case	Review concept designs, economic analysis and recommendations for Government on MTVKTV
Environmental Impact Assessment	Evaluating the likely environmental impacts of MTVKTV, taking into account inter-related socio-economic, cultural and human-health impacts, both beneficial and adverse
Environmental Investigation	MMR will be supporting the PMU in undertaking the Environmental Monitoring through provision of marine ecological services
Land	Secure Land
Reticulation Tender Design	Completion of detailed design documentation of reticulation system
Treatment Plant Design	Completion of Treatment design
Tender	All documentation prepared and finalised ready for Tender
Sanitation Masterplan	Planning process and implementation plan for a Sanitation programme for Rarotonga.

Assets Management

	2019/20	2020/21	2021/2022	2022/23
Capital	12,750,000	0	0	0

The Cook Islands received a \$13 million grant from NZ in December 2018 towards supporting Asset Management. This will contribute towards the maintenance and repair of Te Mato Vai (TMV).

The TMV Remediation project commenced in February 2019. Design is well underway with majority of the works estimated to commence in June 2019. For more information please visit our website <https://www.totatouvai.co/>

Milestones	2019/20 Financial year
Tender	All documentation prepared and finalised ready for Tender
Material supply	Preparation of documents and a contract available for Construction
Construction Contract	Contract preparation is finalised and ready for market

Pa Enea Action for Resilient Livelihoods (PEARL)

	2019/20	2020/21	2021/22	2022/2023
Capital	1,826,957	538,021	0	0

The Cook Islands aims to use the funds to strengthen national and local capacity to reduce climate change risks, establish climate resilient water management instruments through an approach that involves communities and to revitalize agricultural production systems. The intention is to support greater food security and protect livelihoods in Pa Enea, particularly islands in the northern group, which comprises seven low-lying, sparsely populated, coral atolls and sand cays.

The Project is made up of the 3 components:

3. Strengthening disaster risk governance to manage disaster risk and enhancing disaster preparedness for effective response to “Build Back Better” in recovery, rehabilitation and reconstruction
4. Integrated water security management planning and implementation
5. Revitalised agricultural production systems strengthening island food sources and livelihoods in the Pa Enea

The first tranche of funding was received July 2018. The project officially commenced in December 2018 with an Inception Workshop followed by the submission of the Inception Report to AF. In March 2018 a National Workshop for stakeholders in the Pa Enea Southern Group was held in Rarotonga. Scoping missions to the Pa Enea to determine each island’s requirements are ongoing.

Green Climate Fund Readiness

	2019/20	2020/21	2021/22	2021/23
Recurrent	769,087	718,023	354,428	0

Accreditation to the fund

The Government applied for accreditation to the GCF in the area of “Grants” at the “small scale” funding modality which allows the Cook Islands access of funds up to US\$50 million. The Ministry of Finance and Economic Management were successful in gaining accreditation to the fund in October 2018.

The readiness programme is into the second year of implementation and has been progressing well against planned activities.

The completed activities carried out during the first year of implementation was substantial resulting in two new documents developed, the Climate Change Policy Document and the Country Programme document under the Office of the Prime Minister.

Within the Ministry of Finance, the following new policies and procedures were developed to meet the fiduciary accreditation standards of the GCF and are now in operation.

New policies and procedures in place for MFEM:

- MFEM Anti-money laundering and counter terrorism financing policy
- MFEM Antifraud anticorruption policy
- MFEM Whistleblowing Procedure
- MFEM Environmental and Social Safeguards framework
- MFEM Gender policy and tools
- MFEM Compliance and Risk Management
- MFEM Grant System
 - MFEM Grant evaluation system
 - MFEM Grant procedures

The recent India Grant project administered by MFEM is the first that has adopted the newly developed Grants Award System.

Climate Change Development and Resilience Round Table meeting

The planned Climate Change Development and Resilience Round Table meeting was a success. This was held on Thursday 14th and Friday 15th March 2019. The key objectives of the Climate Change Development and Resilience Roundtable were to:

- strengthen country ownership through coordination and coherence on how the Cook Islands aims to address climate change

- implement the Country Program within a development context and through enhanced partnerships among the development and climate finance community to deliver pipeline program
- ensure capacity and technical constraints are an integral part of all partnership approaches

The Roundtable meeting was attended by various high level officials from all over the world like New Zealand, Australia, China, Japan, Spain, Belgium and also various regional organisations such as the Pacific Community (SPC) and Secretariat of the Pacific Regional Environment Programme (SPREP) to name a few.

The outcome of the round table meeting with the GCF was an Aide Memoire document which captures all engagement with the GCF to date and record of planned activities that the Cook Islands will be looking to complete in the next year. Some of these activities include BCI’s accreditation, development and approval of a Simplified Approval Process (SAP) and Enhanced Direct Access (EDA), approval of a 4th readiness programme to name a few.

In addition to the round table meeting, the Cook Islands were also fortunate to host a 3 day technical workshop in partnership with the GCF Secretariat which is the first ever carried out in the Pacific. The workshop was very useful for stakeholders in country. The purpose of this workshop was to build capacity within the Cook Islands to develop concept notes and project proposal documents in the format and templates of the GCF and more importantly to guide participants on how to build a strong climate change rationale when developing project proposals.

Readiness Proposal No. 4

MFEM have also been working closely with OPM to finalise the 4th readiness proposal which is predominately based on capacity building within OPM, MFEM, BCI and the Private sector. It is envisioned that the proposal will be approved by June 2019 so that urgent activities such as BCI’s accreditation to the fund and the completion of the SAP Health proposal and development of an EDA Project Proposal can commence immediately.

MOH Building Resilient and healthy Cook Islands Communities – SAP

	2019/20	2020/21	2021/22	2021/23
		2,000,0		
Recurrent	2,000,000	00	2,000,000	2,000,000

This is a 5 year programme at the total value of \$10,000,000 which builds on the Adaptation Funded “Strengthening the Resilience of our Islands and Communities to Climate Change” and “Pa Enea Adaptation Resilient Livelihoods” programmes, with a greater focus on building resilience to the impacts of climate variability and change in the health sector. This will transform the way in which climate change is integrated into the work of the health sector to minimize impacts on the health and livelihoods of communities in the Cook Islands. The proposal also enables the health sector to contribute towards the achievement of the Cook Islands national renewable energy target of 100% electricity supplied by renewable sources by 2020.

This proposal was developed by OPM, MFEM and MOH and will be the first programme to be implemented under MFEM as the National Implementing Entity (NIE) to the Green Climate Fund.

16.4 Ministry of Health

World Health Organisation Technical Cooperation Biennium Budget

	2019/20	2020/21	2021/22	2022/23
Recurrent	204,545	0	0	0

Biannual funding to the Cook Islands is for human resource development, including fellowships aligned to the Clinical Workforce Development Plan.

The ongoing focus is also on activities targeting non-communicable diseases, vaccine preventable diseases, mental health, violence and injuries, nutrition, promoting health through life-course, environmental health, health information systems, preparedness, surveillance and responses.

Western Pacific Multi-country Integrated HIV/TB program – United Nations Development Programme (UNDP)

	2019/20	2020/21	2021/22	2022/23
Recurrent	90,000	0	0	0

UNDP is the Principal Recipient for the Multi-Country Western Pacific Integrated HIV/TB Programme. It aims to improve the coverage and quality of HIV/TB prevention, treatment and care in 11 participating Western Pacific countries. The HIV activities includes strengthening Mobile HIV testing and counselling initiative, continuation of the Counselling and Testing program. The TB activities include monitoring and evaluation of policies implemented in hospitals and centers, training of community volunteers, community awareness and training of health staff on contact tracing.

16.5 Ministry of Marine Resources

Project Development Fund (PDF) - US Fisheries Treaty

	2019/20	2020/21	2021/22	2022/23
Recurrent	236,364	236,364	236,364	236,364

The US Multilateral Treaty for Fisheries includes an annual allocation under the economic assistance package of US\$150,000 for Pacific Island party development projects in support of fisheries. The funds are held in trust by the Treaty secretariat at the Forum Fisheries Agency in Honiara and administered by the Ministry of Marine Resources.

Multiyear (Fisheries) Policy Support - EU Partnership

	2019/20	2020/21	2021/22	2022/23
Recurrent	588,730	294,365	0	0

This Sustainable Fisheries Partnership Agreement (SFPA) includes an annual fisheries sector contribution of EUR 350,000 by the European Commission under the 4 year protocol. The sectoral support component of the SFPA is utilised to supplement the Ministry of Marine Resources Budget Appropriations and Business Plan through the implementation of the Multiannual Sectoral Programme. This program is currently in its third year of implementation and to date approximately EUR\$1 million has been received.

Japan Trust Fund - Western and Central Pacific Fisheries Commission (WCPFC)

	2019/20	2020/21	2021/22	2022/23
Recurrent	210,521	0	0	0

Two areas of work supported under this fund are: Capacity development of MMR staff and related agencies, to ensure effective participation of the Cook Islands in international fisheries meetings. In particular the WCPFC; and to undertake a comprehensive review of MMR's offshore fisheries to competent authority programs.

16.6 National Environment Services

Protecting biodiversity and enhancing ecosystem functions through “Ridge to Reef” approach in the Cook Islands

	2019/20	2020/21	2021/22	2022/23
Recurrent	1,284,003	1,712,028	318,389	0

A full extension request for the project lifespan was completed with Biodiversity Steering Committee support and endorsement and submitted to UNDP for approval. This will enable all stakeholders to implement their existing activities and work programmes in order to achieve the overarching goal of the project. Some key highlights include:

- The R2R Project Manager taking on the responsibility of the R2R finance officer until a replacement is found. To date a number of key roles have resigned from their R2R positions. Pending the outcome of the extension, recruitment of these positions will be carried out.
- The Ministry of Marine Resources (MMR) is conducting the Aitutaki Lagoon Master Plan stakeholder consultations as well as surveys, water testing in Rarotonga and Aitutaki and capacity building in the Pa Enea.
- The Cook Islands Tourism Corporation launched the ‘Green Expo’ to support the initiative to go Green in the Accreditation scheme with Tourism
- The Ministry of Agriculture continue their work with Crop Bank initiatives as well as capacity building and providing technical support in the Pa Enea
- Marae Moana finalized the sustainable financing mechanism TA with the contract currently drafted and due to commence in Quarter 4

Strengthening the Implementation of the Nagoya Protocol on Access to Genetic Resources and Benefit Sharing in the Cook Islands

	2019/20	2020/21	2021/22	2022/23
Recurrent	120,430	49,960	0	0

The primary objective of this project is to develop and implement a National Access and Benefit Sharing (ABS) Legal Framework, build National Capacities and support an ABS Agreement based on Traditional Knowledge and a Public-Private Partnership.

The request for an extension of this project has been extended to 05th October 2019 to allow completion of remaining project activities. No funding has been received for the new financial year, however third party payments have continued to be made to Matheson’s Enterprises Ltd as well as for reimbursement of ABS Project Activities over the last year.

16.7 Infrastructure Cook Islands

Grant Assistance for Grassroots Projects (GGP) Japan - Resource Recovery Centre Upgrades

	2019/20	2020/21	2021/22	2022/23
Capital	178,391	0	0	0

The project will improve working conditions and contribute to sustainable waste and resource management and financing is directly to Infrastructure Cook Islands. There are two key components to this project. 1) to concrete the main working area where staff are exposed to dust and unsteady ground during rainfall and 2) the installation of an industrial glass crusher whereby producing a valuable resource (crushed glass) and preventing glass bottles going to landfill.

16.8 Office of the Prime Minister (OPM)

Preparation of the Third National Communication (TNC) under UN Framework Convention on Climate Change (UNFCCC)

	2019/20	2020/21	2021/22	2022/23
Recurrent	200,000	0	0	0

The Third National Communications Report under the UNFCCC is moving positively forward with thirty percent of the report completed to date.

The TNC has received one cash advance in 2018 and will be requesting funds for 2019/2020.

The report is to be completed and submitted by December 2019 and the project is scheduled to end by June 2020.

Global Environment Facility (via Asian Development Bank)

	2019/20	2020/21	2021/22	2022/23
Capital	891,365	0	0	0

The BESS contract awarded to MPower will be commissioned by the end of June 2019.

In February 2019 approval was received to utilize remaining grant funds towards additional scope and services required to support development of solar photovoltaic power systems for the subprojects developed on the Aitutaki, Atiu, Mangaia, Mauke and Mitiaro islands. The procurement of Goods, Works and Consulting Services shall be subject to and governed by ADB Procurement Guidelines.

Green Climate Fund – Renewable Energy Battery Storage (via Asian Development Bank)

	2019/20	2020/21	2021/22	2022/23
Capital	8,316,288	8,316,288	0	0

The second additional financing received from the Green Climate Fund amounts to USD 12,000,000. This will be used to install three units of BESS with a total preliminary capacity of 3.0 MW and 12.0 MWh, which will provide (i) load shifting to offset renewable generation at the planned 6.0 MW solar PV facilities in Rarotonga, and (ii) grid-stabilization to manage the impact of fluctuations in generation on the grid, so as to permit more renewable energy generation to be integrated while maintaining power quality and system reliability. This will help reduce fossil fuel consumption and enhance the level of energy security on the island.

Due to unforeseen procurement delays this grant is being extended to be processed through the budget over three fiscal years. Unspent funds allocated to the 2018/19 budget will be recalculated and evenly split over the next two consecutive years.

The Airport South BESS (LOT 2) contract was awarded to Vector. The Tesla battery system FAT testing and guarantees is to be completed in June 2019 with final installation and commissioning late 2019 early 2020.

The procurement of the Power Station (LOT1) contract is planned to take place in the next financial year.

Northern Water Project (Phase 2)

	2019/20	2020/21	2021/22	2022/23
Capital	21,338	0	0	0

This project aims to improve the resilience of Penrhyn, Nassau and Palmerston to natural disasters, including drought proofing by increasing their capacity to collect, store and manage their water resources. A total amount of EUR 400,000 was provided for this project.

A request to EU-GIZ was made for a no cost extension to the project extending the completion date from 31st March 2019 to 31st December 2019. The implementation of the project has encountered major impediment in shipping of materials to project site as well as costs associated with transportation of construction support personnel to the Northern Islands project sites.

The team along with the assistance of the Palmerston Island Government staff is finalizing the placement of the catchment buildings and will have the roofing complete. ASSMC contractor whom is responsible to fabricate, supply and install the tank covers is expected on Palmerston Island to complete his conditions of the contract. The project is progressing according to the amended timeline schedule.

16.9 Cook Islands Red Cross Society

Global Environment Facility – Small Grants Programme

	2019/20	2020/21	2021/22	2022/23
Recurrent	485,161	0	0	0

This is the only in country development partner agency outside of government reporting administration of a development programme targeted at Cook Islands civil society organisations as small environment projects executive agencies. The Cook Islands Global Environment Facility (GEF) Small Grants Programme (SGP) was established in 2005 and until 2015 was part of the SGP Samoa. As of late 2014, the Cook Islands Red Cross Society serves as the SGP host institution with the GEF SGP Cook Islands now a separate programme.

There are six projects which are currently active under Operational Phase 5 (OP5), with one pending approval.

The Operational Phase 6 (OP6) country programme strategy (Jul 2017 – Jun 2018) outlines the OP6 aim to “effectively support creation of global environmental benefits and the safeguarding of global environment through community and local solutions that complement and add value to national and global level action.” The focus of support for community based organized activities are on conservation of biodiversity, waste management, prevention of land degradation, capacity building and awareness programmes to address climate change through community based support. Formal confirmation of OP6 is actually US\$0.20 million for expenditure allocation no later than December 2019.

17 Schedules

17.1.1 Statement of Fiscal Responsibility (Operating)

Operating Statement (\$'000)

	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Operating Revenue						
Taxation Revenue	140,587	144,635	151,626	156,384	159,508	162,631
Other Crown Revenue	18,051	31,731	19,607	18,295	15,077	15,087
Trading Revenue	7,503	6,646	4,927	4,929	4,949	4,949
Interest on Loans to Subsidiaries	1,158	518	830	830	830	830
Dividends	3,293	2,209	2,370	2,451	2,451	2,451
Interest on Balances	2,360	2,519	1,740	1,740	1,740	1,740
Core Sector Support	7,730	7,730	7,730	7,730	7,730	7,730
Total Operating Revenue (excluding Bonus)	180,683	195,989	188,830	192,360	192,286	195,419
<i>Performance Based Budget Support - Bonus Payment</i>	120	0	0	0	0	0
Total Operating Revenue (including Bonus)	180,803	195,984	188,830	192,360	192,286	195,419
Operating Expenditure						
Ministry Outputs						
<i>Personnel</i>	109,006	130,355	133,443	137,017	141,476	139,522
<i>Operating</i>	50,437	56,241	62,493	67,383	71,065	71,422
<i>Administered Payments</i>	20,199	21,153	20,380	21,691	21,702	21,710
<i>Depreciation</i>	33,587	45,586	43,604	40,977	41,743	39,424
POBOC	4,783	7,375	6,966	6,966	6,966	6,966
Airport Authority subsidy	0	0	0	0	0	0
Airport Authority Capital	0	0	0	0	0	0
Bank of the Cook Islands - social assistance subsidy	0	0	0	0	0	0
Provisional for Doubtful Debts	6,781	0	0	0	0	0
Cook Islands Primary Schools 50 year Saver	0	0	0	0	0	0
Public Sector Strengthening	0	0	0	0	0	0
Ports Authority - subsidy	0	0	0	0	0	0
Te Aponga Uira - social assistance subsidy	0	0	0	0	0	0
Debt Interest Contribution to LRF	2,063	2,670	2,133	1,906	1,684	1,687
Asset Management (CIIC)	0	0	0	0	0	0
Crown Infrastructure Depreciation	4,603	4,603	4,603	4,603	4,603	4,603
Transfer to Emergency Response Trust Fund	50	50	50	50	50	50
Depreciation Contingency Fund	3,957	2,174	2,174	2,174	2,174	2,174
<i>Chinese Equipment</i>	663	0	0	0	0	0
<i>Rarotonga Water Network</i>	694	803	803	803	803	803
<i>Northern Pa Eua Renewable Energy System</i>	400	400	400	400	400	400
<i>Southern Pa Eua Renewable Energy System (excl. Aitutaki)</i>	1,200	971	971	971	971	971
<i>Other Assets</i>	1,000	0	0	0	0	0
Contingency Funds - Operating	682	365	100	100	100	100
Contributions to CISWF	0	0	0	0	0	0
Total Operating Expenses	151,993	165,689	170,249	173,733	177,913	176,046
Operating Surplus/(Shortfall)	28,690	30,300	18,581	18,628	14,373	19,372

17.1.2 Statement of Fiscal Responsibility (Non-Operating)

Financing and Applications Statement (\$'000)

	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Reductions in Net Borrowings						
Loan Disbursements	-6,817	-3,164	-17,282	-4,741	0	0
Principal repayment	4,897	7,558	7,314	8,173	8,975	8,943
	-1,920	4,394	-9,968	3,432	8,975	8,943
Capital Expenditures						
Ministries and Outer Islands (Including CIIC Capital)	21,626	35,197	40,410	35,540	26,070	25,520
<i>Infrastructure Capital Investment in SOE's</i>	0	0	0	0	0	0
Airport Authority	0	0	0	0	0	0
Te Aponga Uira	0	0	0	0	0	0
Contingency Funds - Capital Expenditure	0	0	0	0	0	0
	21,626	35,197	40,410	35,540	26,070	25,520
Foreign Aid						
Receipts	-50,565	22,848	57,489	28,879	14,599	3,836
Expenditure	50,565	-22,848	-57,489	-28,879	-14,599	-3,836
	0	0	0	0	0	0
Other Committed Considerations						
Transfer to Reserve Trust Fund	703	723	0	0	0	0
Stabilisation Fund	0	0	56,700	0	0	0
Disaster Response Fund	50	50	50	50	50	50
	753	773	56,750	50	50	50
Total Non-Operating balance	-20,459	-40,365	-87,192	-39,022	-35,095	-34,513
To be Funded by						
Operating Surplus	28,952	30,295	18,581	18,628	14,373	19,372
Depreciation	13,343	14,151	13,742	13,742	13,742	13,742
<i>of which: R.E. Capital Replacement</i>	1,600	1,371	1,371	1,371	1,371	1,371
Unencumbered Cash Reserves	-31,786	-13,918	44,476	-3,852	-3,346	-8,657
Contribution to Loan Repayment Fund	11,055	9,787	10,343	10,454	10,276	10,006
Economic Recovery Support Program	0	0	0	0	0	0
Transfer to Emergency Response Trust Fund	50	50	50	50	50	50
Total Funding Items	21,615	40,365	87,192	39,022	35,095	34,513
Net Surplus/Shortfall	1,156	0	0	0	0	0

17.2 Schedule 1 – Agency Budget Appropriations

Agency	Personnel	Operating	Administered Payments	Depreciation	Gross Current Appropriation	Trading Revenue	Net Current Appropriation
Agriculture	1,006,072	315,509	0	22,181	1,343,762	90,535	1,253,227
Audit (PERCA)	993,854	114,300	0	21,000	1,129,154	60,700	1,068,454
Crown Law	769,756	181,319	300,000	6,000	1,257,075	0	1,257,075
Cultural Development	740,850	164,502	977,500	93,655	1,976,507	150,000	1,826,507
Business Trade and Investment Board	432,796	344,866	0	4,500	782,162	28,000	754,162
Education	11,366,964	3,275,358	4,612,289	641,000	19,895,611	0	19,895,611
Environment	971,843	351,952	332,241	30,381	1,686,417	35,000	1,651,417
Finance and Economic Management	5,024,219	926,483	14,914,371	358,344	21,223,417	954,341	20,269,076
Financial Services Development Authority	242,797	277,906	0	9,868	530,571	0	530,571
Foreign Affairs	1,815,692	868,103	15,000	77,726	2,776,521	28,000	2,748,521
Head Of State	162,503	43,603	36,000	8,057	250,163	0	250,163
Health	11,643,618	2,842,444	2,146,870	886,614	17,519,546	350,000	17,169,546
Infrastructure Cook Islands	2,399,009	444,564	3,200,000	241,596	6,285,169	300,000	5,985,169
Internal Affairs	1,195,725	277,199	2,978,309	20,113	4,471,346	6,000	4,465,346
<i>of which: Welfare Payments - Allowances</i>			<i>1,291,309</i>				
Justice	1,930,495	377,805	460,000	87,463	2,855,763	550,000	2,305,763
Corrective Services	1,105,842	190,115	0	43,984	1,339,941	100,000	1,239,941
Marine Resources	1,231,685	745,933	300,000	95,000	2,372,618	28,000	2,344,618
Ombudsman	256,350	68,226	0	5,822	330,398	0	330,398
Parliamentary Services	557,267	71,835	110,000	19,579	758,681	0	758,681
Police	3,518,527	541,724	305,000	1,009,948	5,375,199	201,783	5,173,416
Prime Minister's Office	1,393,400	396,447	873,000	59,039	2,721,886	0	2,721,886
Public Service Commission	375,149	285,616	1,741,645	21,200	2,423,610	0	2,423,610
Tourism Corporation	1,918,191	2,398,471	4,922,000	36,000	9,274,662	150,000	9,124,662
Transport	899,951	208,034	0	52,247	1,160,232	36,000	1,124,232
Cook Islands Investment Corporation	1,507,476	1,353,014	5,380,000	50,000	8,290,490	753,831	7,536,659
Cook Islands Seabed Minerals Authority	196,778	89,127	0	9,387	295,292	0	295,292
Total Ministries, Crown & Statutory Agencies	53,656,809	17,154,454	43,604,225	3,910,704	118,326,192	3,822,190	114,504,002

Agency	Personnel	Operating	Administered Payments	Depreciation	Gross Current Appropriation	Trading Revenue	Net Current Appropriation
Ministerial Support							
Prime Minister	301,696	109,773	0	11,100	422,569	0	422,569
Deputy Prime Minister	260,784	81,289	0	7,927	350,000	0	350,000
Minister Vaine Mokoroa	121,200	163,300	0	5,500	290,000	0	290,000
Minister Vainetutai Toki-Brown	181,000	97,838	0	11,162	290,000	0	290,000
Minister Robert Tapaitau	188,000	92,010	0	9,990	290,000	0	290,000
Minister George Angene	164,000	114,000	0	12,000	290,000	0	290,000
7th Minister Office	180,000	108,000	0	2,000	290,000	0	290,000
Leader Of Opposition	115,160	168,040	0	6,800	290,000	0	290,000
Total Ministerial Support Offices	1,511,840	934,250	0	66,479	2,512,569	0	2,512,569
Outer Islands							
Aitutaki	1,209,626	416,495	0	434,365	2,060,486	67,828	1,992,658
Atiu	851,976	427,184	0	416,555	1,695,715	224,318	1,471,397
Mangaia	943,706	578,760	0	635,824	2,158,290	301,000	1,857,290
Manihiki	707,715	150,616	0	474,383	1,332,714	119,000	1,213,714
Mauke	730,255	212,655	0	417,034	1,359,944	113,853	1,246,091
Mitiaro	678,693	73,824	0	91,242	843,759	60,900	782,859
Palmerston	282,500	65,474	0	84,399	432,373	20,500	411,873
Penrhyn	599,964	163,309	0	138,881	902,154	74,000	828,154
Pukapuka-Nassau	906,017	142,706	0	213,381	1,262,104	73,695	1,188,409
Rakahanga	415,294	59,249	0	82,406	556,949	50,000	506,949
Total Outer Islands	7,325,746	2,290,272	0	2,988,470	12,604,488	1,105,094	11,499,394
Gross Total	62,494,395	20,378,976	43,604,225	6,965,653	133,443,249	4,927,284	128,515,965

17.3 Schedule 2 – Payments on Behalf of the crown (POBOCs)

Administering Ministry	POBOC	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Compensation of Employees				
Finance & Economic Management	Parliamentary Superannuation	180,000	180,000	0
Audit	PERC Salaries and Administration Costs	42,500	57,500	15,000
Parliamentary Services	Civil List - Personnel	2,267,961	2,901,961	634,000
Parliamentary Services	House of Ariki	228,420	348,420	120,000
Compensation of Employees POBOCs		2,718,881	3,487,881	769,000
Use of Goods and Services				
Audit	Audit Fees	95,600	95,600	0
Prime Minister's Office	Local Government Election	0	30,000	30,000
Parliamentary Services	Civil List - Constituency Visits	170,200	170,200	0
Parliamentary Services	Parliamentary Sitting Expenses	286,000	150,000	-136,000
Parliamentary Services	QR Travel and Allowances (local and overseas)	109,000	109,000	0
Parliamentary Services	MP Travel and Allowances (local and overseas)	321,000	341,000	20,000
Foreign Affairs	International Maritime Organisation - Maritime Cook Islands	63,461	63,461	0
Use of Goods and Services POBOCs		1,045,261	959,261	-86,000
Subsidies				
Cook Islands Investment Corporation	Airport Authority subsidy	2,047,997	2,047,997	0
Cook Islands Investment Corporation	Bank of the Cook Islands - social assistance subsidy	120,000	128,000	8,000
Cook Islands Investment Corporation	Ports Authority - subsidy	110,099	110,099	0
Cook Islands Investment Corporation	Te Aponga Uira - social assistance subsidy	380,000	380,000	0
Subsidies POBOCs		2,658,096	2,666,096	8,000
Social Assistance				
Internal Affairs	Welfare Payments	18,156,712	19,689,535	1,532,823
Social Assistance POBOCs		18,156,712	19,689,535	1,532,823
Other Expense				
Finance & Economic Management	Pacific Catastrophe Risk Insurance	120,694	120,694	0
Finance & Economic Management	CIG Insurance	100,000	100,000	0
Finance & Economic Management	BEPS Subscription	0	35,000	35,000
Foreign Affairs	International Subscriptions	673,717	687,967	14,250
Other Expenses POBOCs		894,411	943,661	0
Grand Total		25,473,361	27,746,434	2,223,823

17.4 Schedule 3 – Cook Islands Capital Spending

	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Cook Islands Government Capital programs (see Schedule 6 for details)	47,071,874	40,410,336	-6,661,538
Total Capital spending	47,071,874	40,410,336	-6,661,538

17.5 Schedule 4 – Official Development Assistance

	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Operating or recurrent expenditure	16,047,701	10,396,102	-5,651,599
Capital Project Expenditure	37,406,056	47,093,335	9,687,278
Total Official Development Assistance	53,453,757	57,489,437	4,035,680

17.6 Schedule 5a – Other Expenses and Financing Transactions

Category of Expense	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Contingency Funds - Operating	365,000	100,000	-265,000
Crown Infrastructure Depreciation	4,602,500	4,602,500	0
Provisional for Doubtful Debts	0	0	0
Transfer to Emergency Response Trust Fund	50,000	50,000	0
Transfer to Reserve Trust Fund	740,767	0	-740,767
Depreciation Contingency Fund	2,173,500	2,173,580	80
Total Other Expenses	7,931,767	6,926,080	-1,005,687

17.7 Schedule 5b – Loan Repayment Fund Appropriation

Category of Appropriation	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Contribution to LRF - Principal	6,995,000	7,696,000	701,000
Contribution to LRF - Interest	2,367,000	2,229,000	-138,000
Total Contribution to LRF	9,362,000	9,925,000	563,000

17.8 Summary

Category of Payment	2018/19 Supplementary Estimate	2019/20 Budget Estimate	Variance
Schedule 1 - Ministry Outputs (Gross Operating)	130,938,191	133,443,249	2,505,058
Schedule 2 - POBOCs	25,473,361	27,746,434	2,273,073
Schedule 3 - CIG Capital Expenditure	47,071,874	40,410,336	-6,661,538
Schedule 4 - Official Development Assistance	53,453,757	57,489,437	4,035,680
Schedule 5a - Other Expenses and Financing Transactions	7,931,767	6,926,080	-1,005,687
Schedule 5b - Loan Reserve Fund Appropriations	9,362,000	9,925,000	563,000
TOTAL APPROPRIATION	274,230,950	275,940,536	1,709,586

17.9 Schedule 6 – Capital Schedule

MINISTRY	Island	PROJECT/PROGRAMME	FUNDING SOURCE	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection	4-Year 2019/20 - 2022/23
Ministry of Agriculture				30,091	0	0	0	0	0
	Rarotonga	Vanilla Shade House	CIG	30,091	0	0	0	0	0
Cook Islands Investment Corporation				859,595	6,180,000	7,370,000	11,450,000	10,000,000	35,000,000
	Rarotonga	3 Building Repair	CIG	0	550,000	0	0	0	550,000
	Rarotonga	MFEM Building	CIG	0	540,000	0	0	0	540,000
	Atiu	School Upgrade	CIG	0	480,000	350,000	0		830,000
	Penrhyn	Government Building Project	CIG	0	500,000	150,000	0		650,000
	Rarotonga	Land Acquisition	CIG	0	2,000,000	2,000,000	1,000,000	0	5,000,000
	Aitutaki	Orongo Development Master Plan and Centre reconstruction (Ports Authority)	CIG	0	500,000	500,000	0	0	1,000,000
	Aitutaki	Government Building Project	CIG	0	60,000	170,000	450,000		680,000
	Rarotonga	To Tatou Vai	CIG	0	150,000				150,000
	Various	Health Project	CIG	0	800,000	200,000			1,000,000
	Rarotonga	Vaikapuangi Government Building	CIG	204,495	600,000	4,000,000	10,000,000	10,000,000	24,600,000
	Rarotonga	Te Mato Vai - Stage 1: road & pipeline easement & Stage 2 land acquisition for water intakes	CIG	0	0	0	0	0	0
	Rarotonga	TMV Titikaveka Backroad Rehabilitation	CIG	0	0	0	0	0	0
	Rarotonga	Apii Nikao design, demolition, construction supervision and quality assurance	CIG	0	0	0	0	0	0
	Rarotonga	Avaroa Cable Establishment	CIG	50,000	0	0	0	0	0
	Rarotonga	Nukutere Rebuild	CIG	530,000	0	0	0	0	0
	Pukapuka	Pukapuka Hospital Reconstruction	CIG	12,100	0	0	0	0	0
	Rarotonga	Tereora College Redevelopment Stage 1	CIG	63,000	0	0	0	0	0
Police				0	70,000	0	0	0	70,000
	Rarotonga	Integrated Communication System	CIG	0	70,000	0	0	0	70,000
Education				165,480	360,000	360,000	360,000	360,000	1,440,000
	National	Fund to be Prioritised by Education	CIG	165,480	360,000	360,000	360,000	360,000	1,440,000

MINISTRY	Island	PROJECT/PROGRAMME	FUNDING SOURCE	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection	4-Year 2019/20 - 2022/23
Health				718,461	400,000	1,600,000	400,000	300,000	2,700,000
	National	Fund to be Prioritised by Health for Technical Equipment	CIG	275,000	300,000	300,000	300,000	300,000	1,200,000
	Rarotonga	CT Scanner	CIG	0	100,000	1,300,000	100,000	0	1,500,000
	Rarotonga	Medical Service Bed End Panels	CIG	78,252	0	0	0	0	0
	Rarotonga	Ambulance	CIG	147,798	0	0	0	0	0
	Rarotonga	Hospital Incinerator	CIG	217,411	0	0	0	0	0
Infrastructure	Cook Islands			6,977,143	18,471,500	19,950,000	11,800,000	12,800,000	63,021,500
	Atiu	Atiu Airport Runway Stabilisation	CIG	0	0	0	0	0	0
	Atiu	Atiu Road Improvement Programme	CIG	384,597	570,000				570,000
	National	Bitumen truck	CIG	14,229	0	0	0	0	0
	Rarotonga	Bridges & Structures Improvement Project	CIG	515,740	2,580,000	3,300,000	2,800,000	3,800,000	12,480,000
	National	Pa Enea Marine Infrastructure Improvement	CIG	0	150,000	3,500,000	0	0	3,650,000
	National	Pa Enea Water Infrastructure	CIG	0	0	1,050,000	500,000	500,000	2,050,000
	Mangaia and Palmerston	Cargo barge repair program for Palmerston & Mangaia	CIG	0	0	0	0	0	0
	Various	Pa Enea Cyclone Center	CIG	630,000	4,200,000	3,600,000	0	0	7,800,000
	Rarotonga	Avatiu Valley Stream embankment	CIG	639,156	21,500	0	0	0	21,500
	Rarotonga	Road Assest Management	CIG	2,000,000	8,000,000	7,000,000	7,000,000	7,000,000	29,000,000
	Rarotonga	Drainage Improvement	CIG	0	1,800,000	1,500,000	1,500,000	1,500,000	6,300,000
	National	Manea Games Upgrade	CIG	0	100,000	0	0	0	100,000
	Mitiaro	Mitiaro Water Upgrade	CIG	382,000	250,000	0	0	0	250,000
	Rarotonga	Rutaki Foreshore Rock Revetment	CIG	0	250,000	0	0	0	250,000
	Aitutaki	Establishing new water galleries	CIG	218,376	200,000	0	0	0	200,000
	Pukapuka	Nassau Ferry	CIG	0	350,000	0	0	0	350,000
	Mangaia	Mangaia Road Improvement Programme	CIG	137,958	0	0	0	0	0
	Mangaia, Atiu, Mauke	HV Transport Trailer	CIG	14,230	0	0	0	0	0
	Mangaia	HIAB (includes man cage & fork)	CIG	0	0	0	0	0	0
	Mangaia	Central water project	CIG	0	0	0	0	0	0
	Manihiki	Manihiki Island Airport Terminal - construction	CIG	15,921	0	0	0	0	0

MINISTRY	Island	PROJECT/PROGRAMME	FUNDING SOURCE	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection	4-Year 2019/20 - 2022/23
	Penrhyn	Omoka Harbour Upgrade	CIG	140,000	0	0	0	0	0
	Pukapuka	Pukapuka Airport terminal buildings upgrade	CIG	59,758	0	0	0	0	0
	Pukapuka	Yato Cargo Shed Upgrade	CIG	0	0	0	0	0	0
	Rarotonga	Tereora Drainage Improvement	CIG	117,000	0	0	0	0	0
	Rarotonga	Sheraton Foreshore Protection	CIG	239,100	0	0	0	0	0
	Rakahanga	Large boat outboard motor	CIG		0	0	0	0	0
	Aitutaki	Aitutaki road Improvement Programme	CIG	226,000	0	0	0	0	0
	Mangaia	Tamarua Water Project	CIG	214,913	0	0	0	0	0
	Rarotonga	Tip Truck	CIG	0	0	0	0	0	0
	Pa Enua	Pa Enua Machinery Shelters	CIG	0	0	0	0	0	0
	Rarotonga	Road Network Maintenance		0	0	0	0	0	0
	Manihiki	Tukao Passage Widening, Improving safe access to and from the Manihiki Lagoon	CIG	140,500	0	0	0	0	0
	Rarotonga	Muri Road Widening	CIG	287,665	0	0	0	0	0
	Rarotonga	Culvert	CIG	600,000	0	0	0	0	0
Internal Affairs				45,000	50,000	50,000	50,000	50,000	200,000
	Rarotonga	Vaka Maintenance Capital Projects	CIG	45,000	50,000	50,000	50,000	50,000	200,000
Ministry of Finance and Economic Management				21,616,164	13,068,836	5,000,000	1,000,000	1,000,000	17,568,836
	Rarotonga	FMIS purchase and implementation	CIG	434,511	468,836	0	0	0	468,836
	Rarotonga	MFEM Extension - Furniture and materials	CIG	0	100,000	0	0	0	100,000
	Rarotonga	Te Mato Vai - Rarotonga Water Upgrade	CIG	21,000,000	9,000,000	4,000,000	0	0	13,000,000
	Rarotonga	AEOI IT System	CIG	121,653	0	0	0	0	0
	Rarotonga	Mei Te Vai ki Te Vai	CIG	60,000	1,000,000	1,000,000	1,000,000	1,000,000	4,000,000
	Rarotonga	Shipping Vessel	CIG	0	2,500,000				
Justice				200,000	0	0	0	0	0
	Rarotonga	Online Business Registry	CIG	200,000	0	0	0	0	0

MINISTRY	Island	PROJECT/PROGRAMME	FUNDING SOURCE	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection	4-Year 2019/20 - 2022/23
Office Of Prime Minister				3,545,314	900,000	300,000	100,000	100,000	1,400,000
	Atiu	Atiu Power Distribution	CIG	454,253	0	0	0	0	0
	Pa Enea	Renewable Energy - Capital works	CIG	1,494,370	0	0	0	0	0
	National	Government IT Network	CIG	40,000	650,000	300,000	100,000	100,000	1,150,000
	Aitutaki	Aitutaki Renewable Energy Project	CIG	1,219,384	0	0	0	0	0
	National	Renewable Management Project Management and Support	CIG	250,000	250,000	0	0	0	250,000
	Mangaia	Mangaia School Bus	CIG	87,307	0	0	0	0	0
MINISTRY TOTAL				34,157,248	39,500,336	34,630,000	25,160,000	24,610,000	121,400,336
Capital Funds Administered BY MFEM				1,040,135	910,000	910,000	910,000	910,000	3,640,000
	National	Capital Distribution Fund	CIG	930,135	800,000	800,000	800,000	800,000	3,200,000
	Pa Enea	Outer Islands Small Capital Fund	CIG	110,000	110,000	110,000	110,000	110,000	440,000
		<i>Aitutaki</i>		<i>16,000</i>	<i>16,000</i>	<i>16,000</i>	<i>16,000</i>	<i>16,000</i>	<i>64,000</i>
		<i>Atiu</i>		<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>48,000</i>
		<i>Mangaia</i>		<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>48,000</i>
		<i>Manihiki</i>		<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>40,000</i>
		<i>Mauke</i>		<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>40,000</i>
		<i>Mitiaro</i>		<i>8,000</i>	<i>8,000</i>	<i>8,000</i>	<i>8,000</i>	<i>8,000</i>	<i>32,000</i>
		<i>Palmerston</i>		<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>10,000</i>	<i>40,000</i>
		<i>Penrhyn</i>		<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>48,000</i>
		<i>Pukapuka-Nassau</i>		<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>12,000</i>	<i>48,000</i>
		<i>Rakahanga</i>		<i>8,000</i>	<i>8,000</i>	<i>8,000</i>	<i>8,000</i>	<i>8,000</i>	<i>32,000</i>
GRAND TOTAL				35,197,383	40,410,336	35,540,000	26,070,000	25,520,000	125,040,336

17.10 Schedule 7 – Revenues on Behalf of the Crown (ROBOCs)

	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Taxation Revenue						
Value Added Tax (VAT)	63,509,000	69,591,547	72,759,000	75,557,000	76,957,000	78,356,000
Income tax	28,688,816	27,724,413	27,773,000	28,244,000	28,479,000	28,715,000
Company tax	21,760,000	19,664,289	22,170,000	22,720,000	23,270,000	23,820,000
Import levies	14,164,518	14,731,644	14,557,000	14,659,000	14,761,000	14,863,000
Withholding tax	1,841,603	1,518,484	2,247,000	2,391,000	2,536,000	2,680,000
Departure tax	10,623,158	11,404,741	12,120,000	12,813,000	13,505,000	14,197,000
Total	140,587,094	144,635,117	151,626,000	156,384,000	159,508,000	162,631,000
Other Crown Revenue						
FSC Return of Excess	0	103,000	198,000	198,000	198,000	198,000
Immigration Fees	927,000	1,015,248	950,000	950,000	950,000	950,000
IMO Subscription - Maritime Cook Islands	90,000	66,000	66,000	66,000	66,000	66,000
Court Services	45,746	61,270	50,000	50,000	50,000	50,000
Instant Fines	107,010	113,403	70,000	40,000	40,000	40,000
Fishing Licences	8,617,159	17,755,247	9,531,000	8,904,000	8,950,000	9,000,000
Fisheries - US Treaties (purse seing)	4,890,095	6,320,689	5,059,146	4,504,500	1,200,000	1,200,000
Fishing Fines	0	2,679,531	100,000	0	0	0
Research Fee	1,470	950	1,500	1,500	1,500	1,500
Permits	26,916	13,981	24,000	24,000	24,000	24,000
Dividends	3,293,000	2,209,352	2,369,600	2,451,200	2,451,200	2,451,200
Banana Court - dividend	10,000	10,000	0	0	0	0
Bank of the Cook Islands - dividend	248,000	284,000	409,600	491,200	491,200	491,200
Ports Authority - dividend	0	0	0	0	0	0
Punganga Nui Market - dividend	0	0	0	0	0	0
Te Aponga Uira - dividend	255,000	255,352	400,000	400,000	400,000	400,000
Extraordinary SOE Dividend	60,000	60,000	60,000	60,000	60,000	60,000
Telecom Cook Islands (Bluesky) - dividend	2,720,000	1,600,000	1,500,000	1,500,000	1,500,000	1,500,000
Numismatics	511,000	214,729	450,000	450,000	450,000	450,000
Border Management Fees	0	0	0	0	0	0
Drivers Licences	214,000	263,331	260,000	260,000	300,000	260,000
Motor Vehicle Registration	922,000	963,440	875,000	875,000	875,000	875,000
Interest on balances	2,360,000	2,518,702	1,740,000	1,740,000	1,740,000	1,740,000
Interest on loans to subsidiaries	1,158,000	518,220	830,000	830,000	830,000	830,000

	2017/18	2018/19	2019/20 Budget	2020/21	2021/22	2022/23
	Actual	Estimate	Estimate	Projection	Projection	Projection
Foreign Investment Fees	29,000	17,550	27,000	27,000	27,000	27,000
Upper Air Management Agreement	545,000	763,031	746,000	746,000	746,000	746,000
Shipping Registration	224,000	310,034	268,259	268,259	268,259	268,259
International Shipping Licence	10,000	24,236	10,000	10,000	10,000	10,000
Liquor Licencing	75,000	74,017	70,000	70,000	70,000	70,000
Tattslotto Grants	172,000	241,037	120,000	120,000	120,000	120,000
Censorship Fees	3,000	2,080	3,000	3,000	3,000	3,000
Circulating Currency - Coins	638,000	650,000	650,000	650,000	650,000	650,000
Employer Liabilities	0	75,000	75,000	75,000	75,000	75,000
Motor Vehicle Dealers	3,000	3,117	3,000	3,000	3,000	3,000
Core Sector Support	7,730,400	7,730,487	7,730,487	7,730,487	7,730,487	7,730,487
Total Other	32,592,796	44,707,682	32,276,992	31,046,946	27,828,446	27,838,446
Total Crown Receipts	173,179,890	189,342,798	183,902,992	187,430,946	187,336,446	190,469,446

17.11 Schedule 8a – Administered Payments

Administering Ministry	Administered Payment	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Compensation of Employees							
Cook Islands Investment Corporation	Infrastructure Committee	42,428	75,000	150,000	150,000	150,000	150,000
Cook Islands Investment Corporation	Joint Venture with Seabed Minerals Authority	72,956	130,000	130,000	130,000	130,000	130,000
Cook Islands Investment Corporation	Special Projects Units	0	420,000	420,000	420,000	420,000	420,000
Environment	National Heritage Trust	82,239	82,241	82,241	122,241	122,241	122,241
Finance and Economic Management	Director of Civil Aviation	0	56,000	0	0	0	0
Finance and Economic Management	Price Tribunal Committee	0	45,000	45,000	45,000	45,000	45,000
Internal Affairs	Price Tribunal	30,000	0	0	0	0	0
Justice	Project to bring land records up to date	119,758	120,000	120,000	120,000	120,000	120,000
Justice	Judges Allowances	127,955	177,000	300,000	300,000	300,000	300,000
Public Service Commission	HOM's Salaries	1,216,453	1,581,764	1,741,645	1,741,645	1,741,645	1,741,645
Prime Minister's Office	ICT Support Team	0	0	250,000	250,000	0	0
Cook Islands Investment Corporation	School Security	196,313	250,000	280,000	280,000	280,000	280,000
Education	Centre of Research and Policy Studies	0	0	0	0	0	0
Finance and Economic Management	The Centre of Research and Policy Studies	0	80,000	80,000	80,000	80,000	80,000
Transport	Civil Aviation	56,040	0	0	0	0	0
Compensation of Employees Administered Payments		1,944,142	3,017,005	3,598,886	3,638,886	3,388,886	3,388,886
Use of Goods and Services							
Prime Minister's Office	Red Cross	0	0	50,000	50,000	50,000	50,000
Cultural Development	Te Maeva Nui Constitution Celebrations	569,695	3,693,999	722,500	722,500	2,722,500	722,500
Cook Islands Investment Corporation	Provision for Land Rentals	0	1,962,439	1,500,000	500,000	500,000	500,000
Cook Islands Investment Corporation	Land Rent Reviews	0	642,000	0	0	0	0
Cook Islands Investment Corporation	Avaroa Cable	0	100,000	150,000	150,000	0	0
Cook Islands Investment Corporation	Renewable Energy Maintenance	0	0	250,000	0	0	0
Education	Tertiary Training Institutions	759,854	759,855	1,209,855	1,159,855	1,159,855	1,159,855
Education	Centre of Excellence in Information Technology (CEIT)	0	0	0	0	0	0
Education	Bus Service		0	26,325	26,325	26,325	26,325
Finance and Economic Management	The Centre of Excellence in Information Technology (CEIT)	0	50,000	250,000	60,000	0	0
Finance and Economic Management	Audit of Crown Accounts	30,000	30,000	30,000	30,000	30,000	30,000
Finance and Economic Management	Border Management System Maintenance	135,000	155,250	155,250	155,250	155,250	155,250
Finance and Economic Management	Standard and Poors Subscription	40,000	55,000	65,000	65,000	65,000	65,000

Administering Ministry	Administered Payment	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Finance and Economic Management	Special Investigative and Prosecution Services	0	200,000	70,000	70,000	70,000	70,000
Finance and Economic Management	Debt Advisory Services	0	60,000	60,000	60,000	60,000	60,000
Finance and Economic Management	Post Tax Amnesty Work		16,379	483,621	0	0	0
Finance and Economic Management	Public Sector Strengthening-processes and systems		345,000	200,000	200,000	200,000	200,000
Crown Law	Arbitration Case	0	1,159,090	300,000	0	0	0
Foreign Affairs	Cook Islands Student Association Support	5,000	5,000	10,000	10,000	10,000	10,000
Head Of State	Domestic Hosting Entertainment	14,033	15,000	15,000	15,000	15,000	15,000
Head Of State	QR Social Responsibility Fund	0	8,000	8,000	8,000	8,000	8,000
Head Of State	Head of State Rent	0	0	13,000	13,000	13,000	13,000
Health	Pharmaceuticals	1,067,892	1,117,800	867,800	867,800	867,800	867,800
Health	Operation Namu		88,016	0	0	0	0
Infrastructure Cook Islands	Outer Islands Equipment Repairs of Unanticipated Breakdowns	194,434	200,000	200,000	200,000	200,000	200,000
Infrastructure Cook Islands	Waste Management	452,833	545,000	500,000	500,000	500,000	500,000
Infrastructure Cook Islands	Water Maintenance	0	500,000	0	0	0	0
Infrastructure Cook Islands	Road and Civil Maintenance	0	630,000	1,100,000	1,280,000	1,000,000	1,000,000
Infrastructure Cook Islands	Road Asset Management	0	650,000	0	0	0	0
Infrastructure Cook Islands	Bridges and Drainage Maintenance	0	600,000	1,200,000	1,200,000	1,200,000	1,200,000
Infrastructure Cook Islands	Emergency Work		0	200,000	200,000	200,000	200,000
Internal Affairs	Lease extension	72,000	72,000	72,000	72,000	72,000	72,000
Internal Affairs	Vaka Maintenance	393,153	400,000	400,000	400,000	400,000	400,000
Internal Affairs	Children Forum		0	0	20,000	0	0
Internal Affairs	Internal Affairs Youth Program		0	45,000	45,000	45,000	45,000
Parliamentary Services	Pacific Legislatures for Population and Governance (PLPG)	56,928	52,000	0	0	0	0
Parliamentary Services	Special Select Committee	0	10,000	110,000	110,000	60,000	60,000
Cultural Development	Te Kopapa Reo Maori Board	0	15,000	15,000	15,000	15,000	15,000
Cultural Development	Cook Islands Cultural Fund		0	200,000	200,000	200,000	200,000
Cultural Development	Audio and Visual Digitization		0	40,000	0	0	0
Prime Minister's Office	Social Responsibility Fund	195,000	243,000	243,000	243,000	243,000	243,000
Prime Minister's Office	Pa Enea Mechanical Overseer	0	0	130,000	100,000	100,000	100,000
Prime Minister's Office	Energy Commissioner	0	0	100,000	100,000	100,000	100,000
Police	Search and Rescue	0	20,000	20,000	20,000	20,000	20,000
Police	Serious Crime Investigations	140,867	50,000	100,000	100,000	100,000	100,000
Police	Te Kukupa - Biannual Slipping	151,284	150,000	0	150,000	0	0
Police	Te Kukupa - Fuel Contribution	137,981	140,000	140,000	140,000	140,000	140,000

Administering Ministry	Administered Payment	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Police	Police Youth Program	38,923	45,000	45,000	45,000	45,000	45,000
Tourism Corporation	Marketing Resources - Tourism Growth Strategy	5,499,999	5,072,000	4,922,000	4,922,000	4,922,000	4,922,000
Foreign Affairs	Returned Services Association	9,760	5,000	5,000	5,000	5,000	5,000
Prime Minister's Office	Community Support Fund	90,618	100,000	100,000	100,000	100,000	100,000
Environment	E - Waste & Whitewear Collection	0	84,933	0	0	0	0
Environment	Management of Suwarrow Park	0	0	100,000	100,000	100,000	100,000
Environment	EIA Process	0	0	150,000	200,000	200,000	200,000
Parliamentary Services	Remuneration Tribunal Committee	0	25,000	0	0	0	0
Crown Law	Pacific Islands Law Officers Network (PILON)	0	30,000	0	0	0	0
	Use of Goods and Services Administered Payments	10,055,255	20,101,761	16,573,351	14,629,730	15,919,730	13,919,730
Subsidies							
Education	University of the South Pacific Contribution	9,106,042	205,000	205,000	205,000	205,000	205,000
Finance and Economic Management	Air New Zealand - Subsidies	18,000	12,523,000	12,000,000	12,000,000	12,000,000	12,000,000
Finance and Economic Management	Provision for Inter Island Shipping	50,344	500,000	500,000	500,000	500,000	500,000
Finance and Economic Management	Subsidy of audio/visual broadcasting in Pa Eヌua	0	45,000	45,000	45,000	45,000	45,000
	Asian Infrastructure Investment Bank (AIIB)						
Finance and Economic Management	Membership	9,247,181	30,500	30,500	30,500	30,500	30,500
	Subsidies Administered Payments	9,247,181	13,303,500	12,780,500	12,780,500	12,780,500	12,780,500
Social Assistance							
Education	Government Funded Scholarships	437,933	660,400	660,400	780,000	780,000	780,000
Health	Patient Referrals	740,000	800,000	850,000	850,000	850,000	850,000
Health	Nursing School	234,070	234,070	234,070	234,070	234,070	234,070
Health	NCD Fund	194,998	195,000	195,000	195,000	195,000	195,000
Internal Affairs	Welfare Payments - Allowances	1,139,818	1,044,076	1,291,309	1,292,973	1,294,029	1,295,038
Justice	Legal Aid	0	40,000	40,000	40,000	40,000	40,000
	Social Assistance Administered Payments	2,746,819	2,973,546	3,270,779	3,392,043	3,393,099	3,394,108
Other Expense							
Cook Islands Investment Corporation	To Tatou Vai	0	1,200,000	2,500,000	2,330,000	1,755,000	1,400,000
Education	Private School Funding	2,147,028	2,229,709	2,510,709	2,510,709	2,510,709	2,510,709
Marine Resources	Fisheries Development Facility	199,992	200,000	200,000	200,000	200,000	200,000
Marine Resources	Fisheries Development Facility in the Pa Eヌua	99,817	100,000	100,000	100,000	100,000	100,000
Internal Affairs	CISNOC Grant	235,000	767,385	370,000	420,000	420,000	420,000
Internal Affairs	SIF - Cook Islands Government Contribution	195,000	881,000	800,000	860,000	860,000	860,000
Finance and Economic Management	National Census	0	0	0	0	300,000	0
Finance and Economic Management	Conduct of a Labour Force Survey	0	100,000	0	0	0	0

Administering Ministry	Administered Payment	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Finance and Economic Management	Production of new currency, transportation and sale of old coins	1,043	350,000	800,000	15,000	15,000	350,000
Finance and Economic Management	Marumaruatua	0	275,000	0	0	0	0
Finance and Economic Management	Establishment of Ministerial Office	0	50,000	0	0	0	0
Finance and Economic Management	Economic Utilities Regulator	0	0	100,000	100,000	100,000	100,000
	Other Expenses Administered Payments	2,877,880	6,153,094	7,380,709	6,535,709	6,260,709	5,940,709
Grand Total		26,871,277	45,548,906	43,604,225	40,976,868	41,742,924	39,423,933

17.12 Schedule 8b – Payments on Behalf of Crown (POBOCs)

Administering Ministry	POBOC	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Compensation of Employees							
Finance and Economic Management	Parliamentary Superannuation	125,000	180,000	180,000	180,000	180,000	180,000
Audit (PERCA)	PERC Salaries and Administration Costs	35,400	42,500	57,500	57,500	57,500	57,500
Parliamentary Services	Civil List - Personnel	2,031,180	2,267,961	2,901,961	2,901,961	2,901,961	2,901,961
Parliamentary Services	House of Ariki	229,954	228,420	348,420	348,420	348,420	348,420
	Compensation of Employees POBOCs	2,421,534	2,718,881	3,487,881	3,487,881	3,487,881	3,487,881
Use of Goods and Services							
Audit (PERCA)	Audit Fees	0	95,600	95,600	95,600	95,600	95,600
Justice	General Elections, Petitions and By-Elections	0	0	0	0	0	0
Parliamentary Services	Civil List - Constituency Visits	90,028	170,200	170,200	170,200	170,200	170,200
Parliamentary Services	Parliamentary Sitting Expenses	84,307	286,000	150,000	150,000	150,000	150,000
Parliamentary Services	MP Travel and Allowances (local and overseas)	331,231	321,000	341,000	341,000	341,000	341,000
Parliamentary Services	QR Travel and Allowances (local and overseas)	106,356	109,000	109,000	109,000	109,000	109,000
Prime Minister's Office	Local Government Election	0	0	30,000	0	0	0
Foreign Affairs	International Maritime Organisation - Maritime Cook Islands	0	63,461	63,461	63,461	63,461	63,461
	Use of Goods and Services POBOCs	611,923	1,045,261	959,261	929,261	929,261	929,261
Subsidies							
Finance and Economic Management	Apex - Profit Guarantee	618,070	0	0	0	0	0
Cook Islands Investment Corporation	Bank of the Cook Islands - social assistance subsidy	120,000	120,000	128,000	128,000	128,000	128,000
Cook Islands Investment Corporation	Airport Authority subsidy	2,047,997	2,047,997	2,047,997	2,047,997	2,047,997	2,047,997
Cook Islands Investment Corporation	Ports Authority - subsidy	0	110,099	110,099	110,099	110,099	110,099
Cook Islands Investment Corporation	Te Aponga Uira - social assistance subsidy	0	380,000	380,000	380,000	380,000	380,000
	Subsidies POBOCs	2,786,067	2,658,096	2,666,096	2,666,096	2,666,096	2,666,096
Social Assistance							
Internal Affairs	Welfare Payments	17,682,100	18,156,712	19,689,535	19,774,919	19,859,919	19,944,757
	Social Assistance POBOCs	17,682,100	18,156,712	19,689,535	19,774,919	19,859,919	19,944,757
Other Expense							
Finance and Economic Management	Pacific Catastrophe Risk Insurance	0	120,694	120,694	120,694	120,694	120,694
Finance and Economic Management	CICC Mission Training Center Construction Grant	650,000	0	0	0	0	0
Finance and Economic Management	BEPS Subscription	0	0	35,000	35,000	35,000	35,000
Foreign Affairs	International Subscriptions	698,800	673,717	687,967	689,697	687,967	687,967
Finance and Economic Management	CIG Insurance	0	100,000	100,000	180,000	40,000	40,000
	Other Expenses POBOCs	1,348,800	894,411	943,661	1,025,391	883,661	883,661
Grand Total		24,850,424	25,473,361	27,746,434	27,883,548	27,826,818	27,911,656

17.13 Schedule 9a – Debt Servicing Schedule (\$'000)

Creditor	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Asian Development Bank (ADB)					
Principal	4,292	4,668	5,556	6,388	6,352
Interest	2,024	1,873	1,988	1,830	1,669
Total Debt Servicing to ADB	6,316	6,542	7,545	8,218	8,021
People's Republic of China (China)					
Principal	933	2,646	2,617	2,587	2,591
Interest	727	651	592	533	482
Total Debt Servicing to China	1,660	3,297	3,208	3,120	3,073
France					
Principal	317	0	0	0	0
Interest	1	0	0	0	0
Total Debt Servicing to France	318	0	0	0	0
Gross Debt Servicing	8,294	9,838	10,753	11,338	11,094

17.14 Schedule 9b – Loan Repayment Fund (LRF) Schedule (\$'000)

Transaction	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
Opening Balance in LRF	21,277	20,922	21,427	21,128	20,066
<i>Transfer into LRF by Government</i>	<i>9,361</i>	<i>9,925</i>	<i>10,025</i>	<i>9,853</i>	<i>9,605</i>
Contribution to LRF - Principal	6,995	7,696	7,950	7,977	7,923
Contribution to LRF - Interest	2,366	2,229	2,075	1,876	1,682
Interest earned by LRF	426	418	429	423	401
Total inflows	9,787	10,343	10,454	10,276	10,006
Total Principal Paid out of LRF	7,558	7,314	8,173	8,975	8,943
Total Interest Paid out of LRF	2,524	2,524	2,580	2,363	2,152
Service Fees	60	0	0	0	0
Total outflows	10,142	9,838	10,753	11,338	11,095
Closing balance of LRF	20,922	21,427	21,128	20,066	18,977

17.15 Schedule 10 – Official Development Assistance Schedule

Agency	Programs/Projects by Agency	Development Partner	2018/19 Estimate	Budget 2019/20	Budget 2020/10	Budget 2021/22	Budget 2022/23
Projects funded directly in New Zealand dollars							
MFEM	Cook Islands Core Sector Support	New Zealand	9,083,062	7,730,487	7,730,487	7,730,487	7,730,487
MFEM	Cook Islands Core Sector Support - TA Component	New Zealand	0	1,269,513	1,269,513	1,269,513	1,269,513
CIIC	Chinese Building Repairs	China	0	10,837,524	0	0	0
INTAFF	Gender Empowerment	Australia	61,651	0	0	0	0
MFEM	India Grant Fund	India	115,266	680,000	0	0	0
MFEM	Pacific Parliamentary Development Project	UNDP	0	75,758	0	0	0
MOT	Disaster Resilience for Small Pacific Islands (RESPAC Cook Islands)	UNDP	141,640	0	0	0	0
MMR	US Treaty Project Development Fund (PDF) Support	Forum Fisheries Agency	0	0	0	0	0
MFAI	Pacific Agreement on Closer Economic Relations (PACER) Plus	Australia	0	0	0	0	0
MFEM	Grassroots Grant Fund	Japan	0	376,160	300,000	0	0
MFEM	Non Project Grant Aid - Palmerston Cyclone Centre	Japan	935,116	103,926	0	0	0
MFEM	Economic Social Development Programme 2018	Japan	62,832	766,656	1,603,972	0	0
MFEM	JICA Training and Development	Japan	124,993	125,000	0	0	0
MFEM	General Budget Support	European Union	0	2,288,136	1,419,665	0	0
MFEM	Manatua Polynesian Cable Project	New Zealand	8,928,223	6,071,777	0	0	0
MFEM	Aid Effectiveness	Other	60,712	100,000	100,000	100,000	100,000
MFEM	Te Mato Vai	New Zealand	3,469,418	0	0	0	0
MFEM	Mei Te Vai Ki Te Vai (MTVKTV)	New Zealand	1,266,958	3,858,000	10,000,000	10,000,000	0
MFEM	Mei Te Vai Ki Te Vai (MTVKTV) - Environmental Investigation	New Zealand		142,000	0	0	0
MMR	Sustainable Fisheries Partnership Agreement	New Zealand	553,293	588,730	294,365	0	0
OPM	NZ Volunteer Services Aboard	New Zealand	196,283	200,000	200,000	200,000	200,000
MMR	Japan Trust Fund	Japan	0	210,521	0	0	0
MMR	Project Development Fund - US Fisheries Treaty	Forum Fisheries Agency	114,000	236,364	236,364	236,364	236,364
MFAI	Project Development Fund - US Fisheries Treaty	Forum Fisheries Agency	0	30,303	30,303	30,303	30,303
MOH	WHO Biennium Budget Support	WHO	101,496	204,545	0	0	0
MOH	Small Health Grants	Multilateral Fund	14,877	0	0	0	0

Agency	Programs/Projects by Agency	Development Partner	2018/19 Estimate	Budget 2019/20	Budget 2020/10	Budget 2021/22	Budget 2022/23
MOH	Western Pacific Multi-country Integrated HIV/TB programme - UNDP	UNDP	67,090	80,000	90,000	90,000	0
INTAFF	National Children's Policy Project	UNICEF	26,047	0	0	0	0
NES	Ridge to Reef	Global Environment Facility	2,234,288	1,284,003	1,712,028	318,389	0
NES	Strengthening the Implementation of the Nagoya Protocol on Access to Genetic Resources and Benefit Sharing in the Cook Islands	Global Environment Facility	0	120,430	49,960	0	0
OPM	E-Government TA Support	Asian Development Bank	40,011	111,504	0	0	0
OPM	Renewable Energy Grant (Southern Group)	European Union	271,943	0	0	0	0
OPM	Renewable Energy Grant (Southern Group)	Global Environment Facility	1,061,814	891,365	0	0	0
OPM	Renewable Energy Grant (Southern Group)	Green Climate Fund	1,541,460	8,316,288	8,316,288	0	0
OPM	Preparation of the Third National Communication under UN Framework Convention on Climate Change (UNFCCC)	Global Environment Facility	81,110	200,000	0	0	0
MFEM	Green Climate Fund Readiness	Green Climate Fund	483,480	769,087	718,023	354,428	0
MFEM	MOH Building Resilient and healthy Cook Islands Communities - SAP	Green Climate Fund	0	2,000,000	2,000,000	2,000,000	2,000,000
OPM	Pa Enea Action for Resilient Livelihoods (PEARL)	UN Adaptation Fund	243,412	1,826,957	538,021	0	0
OPM	Northern Water Project Phase 2	EU-German Development Cooperation	297,131	21,338	0	0	0
RED CROSS	GEF Small Grants Programme	Global Environment Facility	103,467	485,161	0	0	0
ICI	Japan Grassroots Human Security - Resource Recovery Centre Upgrades	Japan	0	178,391	0	0	0
MFEM	JICA Purpose-built shipping vessel for inter-island services TA Support	Japan	0	250,000	0	0	0
MFEM	Assets Management	New Zealand	250,000	12,750,000	0	0	0
ICI	ICI COOKGEO GeoPortal	SPC	0	40,000	0	0	0
Total NZD Funding			22,848,011	57,489,437	28,878,502	14,598,997	3,836,180
Total NZD Equivalent ODA Funding			31,931,073	65,219,924	36,608,989	22,329,484	11,566,667
Total NZD Equivalent ODA Funding - (excluding Core Sector)			22,848,011	57,489,437	28,878,502	14,598,997	3,836,180

17.16 Schedule 11 – Comparative Analysis of Ministry Appropriations

Ministry	2018/19 Supplementary Estimate			2019/20 Budget Estimate		
	Gross Operating Appropriation	Trading Revenue	Net Operating Appropriation	Gross Operating Appropriation	Trading Revenue	Net Operating Appropriation
Agriculture	1,090,257	90,535	999,722	1,343,762	90,535	1,253,227
Audit (PERCA)	1,084,252	60,700	1,023,552	1,129,154	60,700	1,068,454
Corrective Services	180,564	0	180,564	1,339,941	100,000	1,239,941
Crown Law	2,003,518	0	2,003,518	1,257,075	0	1,257,075
Cultural Development	4,614,744	110,000	4,504,744	1,976,507	150,000	1,826,507
Business Trade and Investment Board	679,859	23,380	656,479	782,162	28,000	754,162
Education	19,900,302	0	19,900,302	19,895,611	0	19,895,611
Environment	1,225,055	35,000	1,190,055	1,686,417	35,000	1,651,417
Finance and Economic Management	20,587,008	954,341	19,632,667	21,223,417	954,341	20,269,076
Financial Services Development Authority	429,315	0	429,315	530,571	0	530,571
Foreign Affairs	2,095,731	28,000	2,067,731	2,776,521	28,000	2,748,521
Head Of State	236,285	0	236,285	250,163	0	250,163
Health	16,659,749	350,000	16,309,749	17,519,546	350,000	17,169,546
Infrastructure Cook Islands	5,785,664	315,626	5,470,038	6,285,169	300,000	5,985,169
Internal Affairs	4,402,187	6,000	4,396,187	4,472,346	6,000	4,466,346
Justice	3,003,065	700,000	2,303,065	2,855,763	550,000	2,305,763
Marine Resources	2,003,443	28,000	1,975,443	2,372,618	28,000	2,344,618
Ombudsman	301,930	0	301,930	330,398	0	330,398
Parliamentary Services	693,124	0	693,124	758,681	0	758,681
Pearl Authority	478,524	0	478,524	0	0	0
Police	5,008,926	201,783	4,807,143	5,375,199	201,783	5,173,416
Prime Minister's Office	1,961,689	0	1,961,689	2,721,886	0	2,721,886
Public Service Commission	2,228,731	0	2,228,731	2,423,610	0	2,423,610
Tourism Corporation	9,415,536	150,000	9,265,536	9,274,662	150,000	9,124,662
Transport	720,564	36,000	684,564	1,160,232	36,000	1,124,232
Cook Islands Investment Corporation	9,590,772	2,455,943	7,134,829	8,290,490	753,831	7,536,659
Cook Islands Seabed Minerals Authority	295,292	0	295,292	295,292	0	295,292
Total Ministries	116,676,086	5,545,308	111,130,778	118,326,192	3,822,190	114,504,002

Ministry	2018/19 Supplementary Estimate			2019/20 Budget Estimate		
	Gross Operating Appropriation	Trading Revenue	Net Operating Appropriation	Gross Operating Appropriation	Trading Revenue	Net Operating Appropriation
Ministerial Support						
Prime Minister	422,569	0	422,569	422,569	0	422,569
Deputy Prime Minister	350,000	0	350,000	350,000	0	350,000
Minister Vaine Mokoroa	307,005	0	307,005	290,000	0	290,000
Minister Vainetutai Toki-Brown	302,994	0	302,994	290,000	0	290,000
Minister Robert Tapaitau	313,569	0	313,569	290,000	0	290,000
Minister George Angene	315,628	0	315,628	290,000	0	290,000
7 th Minister	0	0	0	290,000	0	290,000
Leader Of Opposition	290,000	0	290,000	290,000	0	290,000
Total Ministerial Support Offices	2,301,765	0	2,301,765	2,512,569	0	2,512,569
Outer Islands						
Aitutaki	2,006,239	67,829	1,938,410	2,060,486	67,828	1,992,658
Atiu	1,650,388	224,319	1,426,069	1,695,715	224,318	1,471,397
Mangaia	2,114,307	301,000	1,813,307	2,158,290	301,000	1,857,290
Manihiki	1,278,478	117,501	1,160,977	1,332,714	119,000	1,213,714
Mauke	1,311,349	113,853	1,197,496	1,359,944	113,853	1,246,091
Mitiaro	751,788	58,900	692,888	843,759	60,900	782,859
Palmerston	410,592	20,599	389,993	432,373	20,500	411,873
Penrhyn	788,625	74,000	714,625	902,154	74,000	828,154
Pukapuka-Nassau	1,123,193	73,695	1,049,498	1,262,104	73,695	1,188,409
Rakahanga	525,384	49,336	476,048	556,949	50,000	506,949
Total Outer Islands	11,960,343	1,101,032	10,859,311	12,604,488	1,105,094	11,499,394
Gross Total	130,938,194	6,646,340	124,291,854	133,153,249	4,927,284	128,225,965

17.17 Schedule 12 – Output Analysis

Ministry	2018/19	2019/20	2020/21	2021/22	2022/23
Agriculture	1,090,256	1,343,762	1,493,762	1,393,762	1,393,762
Crop Research & Development	426,141	379,232	379,232	379,232	379,232
Bio-Security Management	326,737	459,210	459,210	459,210	459,210
Advisory	69,000	124,292	224,292	124,292	124,292
Policy & Projects	92,555	210,700	210,700	210,700	210,700
Corporate Services	175,823	170,330	220,330	220,330	220,330
Audit (PERCA)	1,222,352	1,282,254	1,332,254	1,392,254	1,392,254
Consolidated Financial Statements of Government	202,890	325,429	325,429	332,330	332,330
Ministries, Outer Island Administration, SOEs and Other Crown Agencies	582,688	419,036	419,036	419,036	419,036
Special Reviews and Investigation and Performance Audits	362,567	430,289	430,289	430,289	430,289
Corporate Services	74,207	107,500	157,500	210,599	210,599
Cook Islands Investment Corporation	12,248,868	10,956,586	9,936,586	9,311,586	8,956,586
Effective Asset Management	7,620,772	4,461,349	3,773,641	3,873,641	3,873,641
Effective Management of public assets by SOEs	4,358,096	6,225,940	5,835,098	5,110,098	4,755,098
Corporate Services	270,000	269,297	327,847	327,847	327,847
Corrective Services	180,564	1,339,941	1,539,941	1,739,941	1,939,941
Probation Services	0	345,655	350,655	395,655	446,155
Prison Services	0	889,894	1,016,453	1,034,922	1,034,922
Corporate Services	180,564	104,392	172,833	309,364	458,864
Crown Law	2,003,518	1,257,075	957,075	1,008,500	1,008,500
Legal Advisory	380,234	382,824	382,824	404,249	404,249
Litigation	1,465,118	587,134	287,134	302,134	302,134
Legislative Drafting	158,166	287,117	287,117	302,117	302,117
Cultural Development	4,614,744	1,976,507	2,171,507	4,194,507	2,194,507
Cultural Identity	3,912,912	1,287,914	1,313,861	3,255,506	1,263,589
Cultural Heritage	373,581	369,892	409,979	443,547	443,547
Cultural Governancy	328,251	318,701	447,667	495,454	487,371

Business Trade and Investment Board	679,860	728,618	728,618	716,192	716,192
Business Enterprise	153,017	201,450	201,450	131,916	131,916
Trade and Marketing	102,323	77,032	77,032	81,130	81,130
Foreign Investment	111,018	120,692	120,692	126,996	126,996
Monitoring and Compliance	78,804	77,898	77,898	79,264	79,264
Corporate Services	234,697	251,546	251,546	296,886	296,886
Education	19,900,304	19,895,610	20,043,628	22,430,374	22,490,344
Taku Ipukarea Kia Rangatira	684,018	2,431,678	2,441,588	2,743,024	2,759,794
Learning and Teaching	2,086,595	3,822,148	3,941,276	4,264,883	4,281,217
Learning and the Community	639,203	3,209,323	3,233,673	3,737,683	3,766,749
Infrastructure and Support	15,413,434	10,432,462	10,427,091	11,684,785	11,682,585
Corporate Services	1,077,054	0	0	0	0
Environment	1,225,055	1,686,417	1,681,417	1,681,417	1,681,417
Advisory & Compliance	352,842	640,178	724,238	724,238	724,238
Island Futures	315,497	600,917	450,857	450,857	450,857
Corporate Services	556,716	445,322	506,322	506,322	506,322
Finance and Economic Management	20,553,986	18,824,260	20,393,584	20,501,547	20,536,547
Planning Division	13,818,694	13,898,835	13,898,835	13,898,835	13,898,835
Fiscal Management	2,446,701	2,556,022	1,991,022	1,791,022	2,126,022
Taxation	3,219,437	868,685	2,998,316	2,998,316	2,998,316
Statistics	587,451	573,172	573,172	873,172	573,172
Development Coordination	481,702	455,702	455,702	455,702	455,702
Project and Procurement Oversight and Support Division	0	471,844	476,537	484,500	484,500
Foreign Affairs	2,832,909	3,527,949	3,675,699	3,848,949	3,848,949
Pacific and Regional Affairs and Trade	458,565	642,796	788,796	788,796	788,796
International Affairs Including Protocol and Diplomatic services	428,956	277,647	277,647	277,647	277,647
United Nations and International Treaties	409,743	314,666	314,666	314,666	314,666
Immigration Services	402,940	364,005	364,005	364,005	364,005
Corporate Services	1,132,706	1,928,835	1,930,585	2,103,835	2,103,835
Head Of State	236,285	250,163	250,163	264,276	264,276
Administrative Support	236,285	250,163	250,163	264,276	264,276

Health	2,053,301	4,200,905	5,241,929	5,241,929	5,241,929
Public Health	2,053,301	2,184,216	2,726,149	2,726,149	2,726,149
Oral Health Services	0	991,324	1,052,082	1,052,082	1,052,082
Primary Care	0	1,025,365	1,463,698	1,463,698	1,463,698
Infrastructure Cook Islands	5,585,664	5,879,211	6,339,211	6,059,211	6,059,211
Corporate Services	598,398	704,081	984,081	984,081	984,081
Regulatory Services	260,491	234,041	234,041	234,041	234,041
Planning and Project Management	1,160,584	2,081,310	2,081,310	2,081,310	2,081,310
Civil Works Asset Management	1,841,441	1,867,011	2,047,011	1,767,011	1,767,011
Waste Management	1,724,750	992,768	992,768	992,768	992,768
Internal Affairs	22,558,899	24,160,881	24,427,929	24,663,985	24,749,832
Welfare Division	19,493,910	21,346,837	21,456,856	21,563,256	21,661,845
Social Policy Division	1,250,556	1,317,857	1,448,006	1,441,864	1,435,014
Labour & Consumer Division	231,431	247,091	276,022	301,047	276,759
Civil Division	524,317	562,160	546,237	554,999	561,749
Corporate Services Division	1,058,685	686,936	700,808	802,819	814,465
Justice	1,945,929	2,855,763	2,955,763	2,955,763	3,155,763
Court & Tribunal Services	887,079	1,379,522	1,411,695	1,411,178	1,539,777
Land Administration	463,735	785,397	807,334	805,735	843,115
Registry Services	228,202	317,124	326,251	326,768	342,350
Corporate & ICT Services	366,913	373,720	410,483	412,082	430,521
Marine Resources	1,966,443	2,372,618	2,562,618	2,712,618	2,712,618
Offshore Fisheries	338,178	477,289	537,289	532,289	532,289
Pearl Industry Support	345,965	571,872	571,872	571,872	571,872
Inshore Fisheries and Aquaculture	788,754	857,786	890,786	892,786	892,786
Policy and Legal Services	119,456	142,597	167,597	167,597	167,597
Corporate Services	374,090	323,074	395,074	548,074	548,074
Ombudsman	301,928	330,399	330,399	380,399	380,399
Investigations & Review	164,322	194,125	202,584	249,279	249,279
Public Awareness and Training	84,294	59,569	45,900	48,737	48,737
Corporate Services	53,312	76,705	81,915	82,383	82,383

Parliamentary Services	4,075,703	4,779,262	4,814,262	4,849,262	4,849,262
Services to Parliament	3,738,128	4,525,899	4,560,899	4,595,899	4,595,899
Finance and Corporate Services	337,575	253,363	253,363	253,363	253,363
Services to House of Ariki	0	0	0	0	0
Pearl Authority	478,524	0	0	0	0
Marketing	194,772	0	0	0	0
Industry Development	64,055	0	0	0	0
Management & Support Services	219,697	0	0	0	0
Police	5,008,925	5,375,199	5,575,199	5,425,199	5,425,199
Crime & Operations	3,954,994	4,174,503	4,364,503	4,214,503	4,214,503
Crime Prevention	685,234	710,697	720,697	720,697	720,697
Corporate Services	368,697	489,999	489,999	489,999	489,999
Prime Minister's Office	1,961,690	2,751,886	3,082,811	2,832,811	2,832,811
Cabinet Services & Government Representative	463,271	458,639	458,639	458,639	458,639
Central Policy & Planning Office	254,997	270,992	341,802	341,802	341,802
Pa Enea Governance	239,827	434,484	403,702	403,702	403,702
National Information, Communications & Technology Office	291,797	633,488	633,488	383,488	383,488
Renewable Energy Development Division	119,811	222,810	222,810	222,810	222,810
Emergency Management Cook Islands	141,066	196,066	196,066	196,066	196,066
Climate Change Cook Islands	147,809	148,473	148,473	148,473	148,473
Marae Moana	303,112	386,934	677,831	677,831	677,831
Public Service Commission	2,228,731	2,423,610	2,473,610	2,558,610	2,558,610
Policy and Planning	260,936	196,923	208,161	226,462	227,827
Human Resource Management	1,882,795	1,946,451	1,955,181	1,960,245	1,961,049
Corporate Services	85,000	131,052	140,966	179,077	178,983
Head of Ministries Administration	0	149,184	169,302	192,826	190,751
Tourism Corporation	9,415,536	9,274,662	9,274,662	9,389,662	9,389,662
Destination Sales & Marketing	7,839,007	7,396,520	7,396,520	7,511,520	7,511,520
Destination Development	712,711	958,670	958,670	958,670	958,670
Corporate Services	863,818	919,472	919,472	919,472	919,472

Transport	720,564	843,018	942,574	951,504	960,375
Civil Aviation	110,544	276,472	278,950	273,301	273,301
Maritime Transport	110,270	182,020	211,083	216,854	221,315
Meteorological Service	337,680	69,466	110,421	115,902	115,902
Finance & Administration	162,070	315,060	342,120	345,447	349,857
Financial Services Development Authority	429,315	530,571	430,571	440,571	440,571
Develop Cook islands financial Service Industry	429,315	530,571	430,571	440,571	440,571
Cook Islands Seabed Minerals Authority	295,292	295,292	296,236	307,274	307,274
Effective Seabed Minerals sector	231,616	230,188	231,132	231,132	231,132
Stakeholder Engagement	20,000	20,000	20,000	20,000	20,000
Corporate Services	43,676	45,104	45,104	56,142	56,142
OUTER ISLANDS					
Aitutaki	2,006,239	2,060,486	2,159,571	2,153,508	2,154,070
Island Council	83,869	91,234	91,234	91,234	91,234
Finance & Administration	361,344	327,875	381,615	381,615	381,615
Infrastructure	1,285,769	1,387,389	1,431,550	1,425,487	1,425,487
Agriculture	93,549	86,177	81,934	81,934	82,496
Women, Youth, Sport, Culture	55,154	22,302	27,013	27,013	27,013
Waste Facility	126,554	145,509	146,225	146,225	146,225
Atiu	1,650,388	1,695,716	1,784,430	1,797,458	1,797,466
Agriculture	131,036	168,028	220,785	220,785	220,785
Infrastructure	742,250	930,822	957,583	970,611	970,619
Energy	372,355	346,070	351,561	351,561	351,561
Corporate	311,569	157,618	161,323	161,323	161,323
Island Council	93,178	93,178	93,178	93,178	93,178
Mangaia	2,114,307	2,158,289	2,236,701	2,247,599	2,248,030
Agriculture	153,158	162,486	173,066	183,964	184,395
Tourism & Community Development	50,646	55,646	54,909	54,909	54,909
Infrastructure Amenities	893,114	949,658	982,546	982,546	982,546
Public Utilities	616,341	619,654	639,304	639,304	639,304
Finance & Administration	327,354	298,717	231,255	231,255	231,255
Island Council	73,694	72,128	155,621	155,621	155,621

Manihiki	1,278,479	1,332,714	1,370,232	1,365,633	1,366,284
Gender, Youth & Sports	11,906	25,370	26,300	26,300	26,300
Infrastructure	723,882	813,106	844,128	839,529	840,180
Energy	202,906	212,789	215,579	215,579	215,579
Finance and Administration	220,870	144,114	145,030	145,030	145,030
Governance	78,502	78,501	78,501	78,501	78,501
Agriculture	40,413	58,834	60,694	60,694	60,694
Mauke	1,311,347	1,359,944	1,449,937	1,457,309	1,457,593
Infrastructure	631,728	688,544	711,852	711,852	711,852
Energy	245,388	231,566	239,356	239,356	239,356
Water	81,575	98,872	111,038	111,038	111,038
Finance & Administration	207,650	139,605	172,914	180,286	180,570
Corporate Services	74,320	103,237	109,669	109,669	109,669
Gender & Development	13,555	36,463	43,451	43,451	43,451
Island Council	57,130	61,656	61,656	61,656	61,656
Mitiaro	751,788	843,760	882,284	887,840	888,048
Island Administration	226,871	275,681	280,725	281,977	282,185
Island Council	49,623	28,671	29,601	29,601	29,601
Social & Economic Growth	12,865	13,870	14,800	14,800	14,800
Infrastructure	320,645	369,164	394,274	398,578	398,578
Energy	98,922	112,920	116,640	116,640	116,640
Agriculture	42,862	43,453	46,243	46,243	46,243
Palmerston	410,592	432,373	471,824	469,578	469,885
Island Administration	107,490	161,578	184,856	182,610	182,917
Education	113,932	91,025	106,025	106,025	106,025
Infrastructure and development	150,418	156,152	157,325	157,325	157,325
Island Council Support Services	38,752	23,618	23,618	23,618	23,618
Penrhyn	788,625	902,154	955,867	960,721	957,123
Island Support Services/Council	212,111	259,593	286,880	291,734	288,136
Community & Protocol	67,000	41,822	41,822	41,822	41,822
Infrastructure & Climate Change	459,514	519,438	542,965	542,965	542,965
Economic Development	50,000	81,301	84,200	84,200	84,200

Pukapuka and Nassau	1,123,192	1,262,104	1,405,520	1,400,085	1,400,869
Administration	239,816	202,338	327,528	322,093	322,877
Agriculture	49,709	24,895	25,642	25,642	25,642
Energy	109,783	44,124	44,124	44,124	44,124
Infrastructure	586,914	880,338	897,817	897,817	897,817
Island Council	105,964	85,206	85,206	85,206	85,206
Women, Culture, Youth & Sport	31,006	25,203	25,203	25,203	25,203
Rakahanga	525,389	556,947	582,556	579,875	580,237
Agriculture	27,975	32,970	34,830	34,830	34,830
Marine	82,931	78,250	79,509	81,107	81,470
Beautification	57,609	95,028	90,479	86,200	86,200
Infrastructure	132,065	156,831	162,006	162,006	162,006
Energy	40,657	49,763	51,623	51,623	51,623
Island Administration	129,148	109,799	129,802	129,802	129,802
Island Council	55,004	34,307	34,308	34,308	34,307
MINISTERIAL SUPPORT	2,301,765	2,222,569	2,222,569	2,222,569	2,222,569
Prime Minister	422,569	422,569	422,569	422,569	422,569
Deputy Prime Minister	350,000	350,000	350,000	350,000	350,000
Minister Vaine Mokoroa	307,005	290,000	290,000	290,000	290,000
Minister Vainetutai Toki-Brown	302,994	290,000	290,000	290,000	290,000
Minister Robert Tapaitau	313,569	290,000	290,000	290,000	290,000
Minister George Angene	315,628	290,000	290,000	290,000	290,000
7th Minister	0	290,000	290,000	290,000	290,000
Leader of the Opposition	290,000	290,000	290,000	290,000	290,000
TOTAL APPROPRIATIONS	139,573,724	142,629,534	146,933,558	151,054,337	149,089,024

18 Financial Statements

18.1 Statement of Financial Performance

For the year ending 30 June

	2017/18 Actual ('000)	2018/19 Estimate ('000)	2019/20 Budget Estimate ('000)	2020/21 Projection ('000)	2021/22 Projection ('000)	2022/23 Projection ('000)
Revenue						
Taxation revenues	140,587	144,635	151,626	156,384	159,508	162,631
<u>Other revenue</u>						
Revenue on behalf of the Crown	26,164	39,461	27,337	26,026	22,808	22,818
Sale of goods and services	7,503	6,646	4,927	4,929	4,949	4,949
Interest	3,518	3,037	2,570	2,570	2,570	2,570
Dividends	3,293	2,209	2,370	2,451	2,451	2,451
Total Revenue	181,065	195,989	188,830	192,360	192,286	195,419
Expenditure						
Appropriations to agencies	109,006	130,355	133,443	137,017	141,476	139,522
Payments on behalf of Crown	24,850	25,473	27,746	27,884	27,827	27,912
Debt-servicing interest	2,063	2,670	2,133	1,906	1,684	1,687
Infrastructure depreciation	4,603	4,603	4,603	4,603	4,603	4,603
Depreciation contingency fund- renewable energy	1,600	1,371	1,371	1,371	1,371	1,371
Other expenditure	9,872	1,218	953	953	953	954
Total Expenditure	151,994	165,689	170,249	173,733	177,913	176,047
NET OPERATING SURPLUS / (DEFICIT)	29,072	30,299	18,581	18,628	14,374	19,372

18.2 Statement of Financial Position

As at 30 June

	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
	('000)	('000)	('000)	('000)	('000)	('000)
Assets						
<i>Working Capital Funds</i>	125,949	130,451	58,773	47,823	41,264	39,865
<i>Stabilisation Fund</i>	0	0	56,700	56,700	56,700	56,700
Cash and Equivalents	125,949	130,451	115,473	104,523	97,964	96,565
Loan Repayment Fund	23,028	20,922	21,427	21,128	20,066	18,977
Trust accounts	20,919	21,692	21,742	21,792	21,842	21,892
Inventory	1,458	1,296	1,134	988	857	739
Tax receivables	23,635	17,391	11,148	7,150	6,963	6,808
Debtors and other receivables	8,845	8,379	7,913	7,471	7,028	6,607
Advances to SOEs	28,010	26,896	43,388	47,337	46,561	45,864
Plant, property, and equipment	199,490	239,076	312,858	355,811	380,139	393,918
Total Assets	431,334	466,103	535,083	566,200	581,420	591,370
Liabilities						
Creditors and other payables	17,696	15,730	13,763	12,437	10,843	9,409
Trust liabilities	23,625	23,625	23,625	23,625	23,625	23,625
Borrowings	113,709	112,602	129,470	120,320	99,081	88,910
Total Liabilities	155,030	151,957	166,858	156,382	133,549	121,944
Net Crown Balance	276,304	314,146	368,225	409,818	447,871	469,426

18.3 Statement of Cashflows

For the Year Ending 30 June

	2017/18 Actual ('000)	2018/19 Estimate ('000)	2019/20 Budget Estimate ('000)	2020/21 Projection ('000)	2021/22 Projection ('000)	2022/23 Projection ('000)
Cashflows from Operating Activities						
<u>Cash provided from:</u>						
Taxation and levies	134,116	138,391	145,382	152,386	159,322	162,476
Collection of tax arrears	6,471	6,244	6,244	3,998	186	155
Sale of goods and services	7,503	6,646	4,927	4,929	4,949	4,949
Interest	3,518	3,037	2,570	2,570	2,570	2,570
Dividends	3,293	2,209	2,370	2,451	2,451	2,451
Other income	26,607	39,877	27,779	26,469	23,229	22,818
Foreign Aid Income	50,565	22,848	57,489	28,879	14,599	3,836
	232,073	219,253	246,761	221,682	207,306	199,256
<u>Cash applied to:</u>						
Appropriations to agencies (less depn)	104,223	122,979	126,477	130,051	134,510	132,556
Payments on behalf of Crown	24,850	25,473	27,746	27,884	27,827	27,912
Debt-servicing interest	2,063	2,670	2,133	1,906	1,684	1,687
Building maintenance				0	0	
Other expenditure	7,514	415	150	150	150	151
Foreign Aid Expense	13,159	4,583	10,396	7,724	2,599	1,836
	151,810	156,121	166,903	167,715	166,770	164,142
Net Operating Activity Cashflows	80,264	63,132	79,858	53,967	40,536	35,114
Cashflows from Investing Activities						
<u>Cash provided from:</u>						
*	0	0	0	0	0	0
	0	0	0	0	0	0
<u>Cash applied to:</u>						
Capital expenditure	21,626	35,197	40,430	35,540	26,070	25,520
Capital expenditure Foreign Aid	37,406	18,265	47,093	21,154	12,000	2,000
Advances to Subsidiaries	0	0	17,282	4,741	0	0
	59,032	53,463	104,806	61,436	38,070	27,520
Net Investing Activity Cashflows	-59,032	-53,463	-104,806	-61,436	-38,070	-27,520
Cashflows from Financing Activities						
<u>Cash provided from:</u>						
Loans drawn down	8,592	3,164	17,282	4,741	0	0
Cash drawn from other reserves	0	1	51	1	0	0
	8,592	3,165	17,333	4,742	0	0
<u>Cash applied to:</u>						
Loan reserves	5,808	7,559	7,314	8,173	8,975	8,943
Other reserves	753	773	50	50	50	50
	6,561	8,332	7,364	8,223	9,025	8,993
Net Financing Activity Cashflows	2,032	-5,167	9,969	-3,481	-9,025	-8,993
Net cash movements	23,264	4,503	-14,979	-10,949	-6,559	-1,399
Add: Opening Cash and Equivalentents	102,685	125,949	130,451	115,473	104,523	97,964
Closing Cash and Equivalentents	125,949	130,451	115,473	104,523	97,964	96,565

18.4 Statement of Borrowings

For the Year Ending 30 June

	2017/18 Actual	2018/19 Estimate	2019/20 Budget Estimate	2020/21 Projection	2021/22 Projection	2022/23 Projection
	('000)	('000)	('000)	('000)	('000)	('000)
Total Gross Borrowings	113,709	112,602	129,470	120,320	99,081	88,910
Assets Held Against Borrowings:						
Advances to subsidiaries	28,010	26,896	43,388	47,337	46,561	45,864
Loan reserves	23,028	20,922	21,427	21,128	20,066	18,977
Total Assets Held Against Borrowings	51,038	47,818	64,815	68,465	66,626	64,840
Net Borrowings of the Government	62,671	64,784	64,655	51,855	32,455	24,070

19 Statement of Accounting Policies

There have been no changes since the Half Year Economic and Fiscal Update 2014/15. There are no major changes to accounting policies anticipated in the foreseeable future.

19.1 Basis of preparation

Reporting entity

These financial statements are for the Government of the Cook Islands. These consist of:

- Ministers of the Crown
- Ministries
- Island Administrations
- Offices of Parliament
- Public Enterprises and Other Authorities

Statement of compliance

These financial statements in Chapter 17 have been prepared in accordance with the *Ministry of Finance and Economic Management Act 1995-96* and with the International Public Sector Accounting Standards issued by the International Public Sector Accounting Standards Board (IPSASB).

Measurement base

The financial statements have been prepared on the going concern assumption and the accounting policies have been applied consistently throughout the period except where stated elsewhere in this Statement of Accounting Policies.

These financial statements have been prepared using the historical cost method to report results, cash flows and the financial position of the Crown. The financial statements have been prepared under the accrual basis of accounting and are presented in New Zealand dollars rounded to the nearest thousand dollars.

19.2 Significant accounting policies

The following accounting policies, which significantly affect the measurement of financial performance, financial position and cash flows, have been applied:

Recent Standards

Of significant relevance to the Crown is the recent development of new standards at the IPSASB. These include:

<u>STANDARDS</u>	<u>EFFECTIVE DATE</u>
IPSAS 28 Financial Instruments: Recognition and Measurement	1/01/2013
IPSAS 29 Financial Instruments: Presentation	1/01/2011
IPSAS 30 Financial Instruments: Disclosure	1/01/2013

These new standards have been issued but are not yet effective for the consolidated Crown accounts as the preparation of the 30 June 2013 accounts are currently in progress – the 30 June 2012 consolidated accounts were completed and audited on 29 April 2015. The Crown will have to consider these new standards in future years. Crown has not yet determined the effect of these new standards.

Basis of consolidation

The Government Ministries, Public Enterprises and Other Authorities (including State Owned Enterprises (SOE's)) comprising the reporting entity are consolidated involving addition of like items of assets, liabilities, revenues and expenses on a line by line basis.

The effect of all material inter-entity transactions and balances are eliminated on consolidation.

Commitments and contingent liabilities of Public Enterprises and Other Authorities are reported in the Statements of Commitments and of Contingent Liabilities.

Associate

An associate is an entity over which the Crown has significant influence where the entity is neither a subsidiary nor an interest in a joint venture. Investment in an associate is recognised at cost and the carrying amount is increased or decreased to recognise the Crown's share of the surplus or deficit after the date of acquisition. When the Crown transacts with an associate, all surplus and deficits related to the Crown are eliminated. Distributions received from an associate reduce the carrying value of the investment in the Crown Financial Statements.

Revenue

Revenue is measured at fair value of the consideration received or receivable.

Revenue Levied through the Crown's Sovereign Power

Payment of tax does not of itself entitle a taxpayer to an equivalent value of services or benefits; such revenue is received through the exercise of the Crown's sovereign power. Revenue arising through taxes is recognised when the taxable event occurs and when the criteria for recognition of an asset are met.

Revenue Type	Revenue Recognition Point
Individual Income Tax	When an individual earns income that is subject to PAYE or provisional tax. This also includes withholding taxes.
Company Income Tax	When the corporate community earns taxable income.
Value Added Tax	When the liability to the Crown is incurred. For example, the liability arising from sales in June being paid in July however recognised as revenue in June.
Customs levies	When goods liable to duty are assessed, except for Oil Companies which are accounted for when the liability to the Crown is incurred.
Departure Tax	When departure tax coupons are purchased.
Other Revenue	When the debt to the Crown arises.

Revenue earned through operations

Revenue from sales of goods is recognised when the product is sold to the customer.

Fines

Fines are economic benefits or services potential received by the Crown from an individual or other entity, as determined by a court or other law enforcement body, as consequence of the individual or other entity breaching the requirements of laws and regulations.

Investment Income

Investment income is recognised in the period in which it is earned.

Gains

Realised gains arising from sale of assets or from the early settlement of a liability are recognised in the Statement of Financial Performance in the period in which the transaction is concluded.

Dividends

Dividends are recognised when the right to receive the payment has been established.

Aid Revenue

Revenue is recognised when donor funds are expensed on approved projects.

Expenses

Expenses are recognised when incurred and are reported in the financial period to which they relate.

Welfare Benefits

Welfare benefits are recognised in the period which the payment of these benefits relates to.

Grants and Subsidies

Where grants and subsidies are discretionary until payment, the expense is recognised when the payment is made. Otherwise, the expense is recognised when the specified criteria have been fulfilled and notice has been given to the Crown.

Losses

Realised losses arising from sales of assets or the early settlement of a liability are recognised in the Statement of Financial Performance in the period in which the transaction is concluded.

Foreign Currencies

Transactions in foreign currencies are translated into New Zealand dollar using the exchange rate on the date of the transaction. Foreign exchange gain and losses arising from these transactions are included in the Statement of Financial Performance.

Any monetary assets and monetary liabilities held at year end are translated at the exchange rate at the balance sheet date.

Aid Expenses

Expenses are recognised when incurred on approved projects and are reported in the financial period to which they relate.

Depreciation

Each part of an item of plant, property, and equipment with a cost that is significant in relation to the total cost of the item shall be depreciated separately.

Depreciation of plant, property, and equipment is provided on a straight line basis so as to allocate the cost of assets to their estimated residual value over their estimated useful lives. Typically, the estimated useful lives are:

Office and computer equipment	3 – 4 years
Motor vehicles	5 years
Furniture and fittings	4 – 10 years
Plant and Equipment	5 – 15 years
Buildings and improvements	10 years
Coastal protection	25 years
Power distribution network	20 years
Roading network	30 years

Water network	15 years
Airport runways	15 – 100 years
Harbour and ports structures	10 – 20 years
Waste management facilities	15 years

Non-current assets

Plant, Property, and Equipment

Plant, property and equipment are recorded at cost less accumulated depreciation.

The cost of purchased plant, property, and equipment is the value of the consideration given to acquire the assets and the value of other directly attributable costs which have been incurred in bringing the assets to the location and condition necessary for their intended service.

The cost of assets constructed by the Crown includes the cost of all materials used in construction, direct labour on the project, financing costs that are directly attributable to the project and an appropriate proportion of variable and fixed overheads. Costs cease to be capitalised as soon as the asset is ready for productive use and do not include any inefficiency costs.

Disposals

When an item of plant, property and equipment is disposed, the gain or loss (disposal proceeds less carrying value) associated with that item will be recognised in the Statement of Financial Performance.

Additions

The cost of an item of plant, property and equipment is recognised as an asset if, and only if, there will be future economic benefits evident and where these benefits will flow to the Crown and the cost of the item can be measured reliably.

Work in Progress

Work in Progress is recognised as cost less impairment and is not depreciated.

Infrastructure Assets

Infrastructure assets are recorded at cost less accumulated depreciation.

The cost of purchased infrastructure assets is the value of the consideration given to acquire the assets and the value of other directly attributable costs which have been incurred in bringing the assets to the location and condition necessary for their intended service.

The cost of assets constructed by the Crown includes the cost of all materials used in construction, direct labour on the project, financing costs that are directly attributable to the project and an appropriate proportion of variable and fixed overheads. Costs cease to be capitalised as soon as the asset is ready for productive use and do not include any inefficiency costs.

Infrastructure assets include: roading networks, water networks, power distribution networks, coastal protection systems, harbour and ports structures and waste management and airport assets.

IPSAS 17 allows a choice of accounting model for an entire class of property, plant and equipment. The Crown has changed the accounting policy from the cost to revaluation model for the following classes of assets:

- Power network
- Harbours & ports
- Airports

These assets are now carried at re-valued amounts which are the fair value at revaluation date less subsequent depreciation and impairment losses.

When an infrastructure asset is disposed of, the gain or loss (disposal proceeds less carrying value) associated with that item will be recognised in the Statement of Financial Performance.

Work in Progress is recognised as cost less impairment and is not depreciated.

Intangible Assets

Intangible assets are software acquisition costs.

Intangible assets are recorded at cost less accumulated amortisation.

The cost of purchased intangible assets is the value of the consideration given to acquire the assets and the value of other directly attributable costs which have been incurred in bringing the assets to the location and condition necessary for their intended service.

Intangible assets might include: databases, software purchased, or software developed.

When an intangible asset is disposed of, the gain or loss (disposal proceeds less carrying value) associated with that item will be recognised in the Statement of Financial Performance.

Amortisation of intangible assets is on a straight line basis so as to allocate the cost of assets to their estimated residual value over their estimated useful lives. Typically, the estimated useful lives are:

Software, databases: 3 - 5 years

Cash and Cash Equivalents

Cash and cash equivalents includes cash on hand, deposits held at call with banks, other short term highly liquid investments with original maturities of three months or less and bank overdrafts.

Receivables and Advances including Debtors and Other Receivables

Receivables and advances are recorded at cost.

After initial recognition, loans and receivables are measured at amortised cost less any provision for impairment. Gains and losses when assets are impaired or derecognised are recognised in the statement of financial performance.

Inventories

Inventories held for distribution or consumption in the provision of services that are not supplied on a commercial basis is measured at cost. Where inventories are acquired at no cost or for nominal consideration, the cost is the current replacement cost at the date of acquisition.

Inventories held for use in the production of goods and services on a commercial basis are valued at the lower of cost and net realisable value.

Investments

Investments in associate are accounted in the consolidated financial statements using the equity method. That is, investment in an associate is initially recognised at cost and the carrying amount is increased or decreased to recognise the Crown's share of the surplus or deficit of the associate after the day of acquisition.

Banking portfolio investments

Loans are valued at net realisable value after provisions. Applicable security is obtained depending on the size and nature of loans. Non-performing loans are reviewed monthly on a case by case basis.

Provision for doubtful debts

Provision is made for taxation debt where recovery is considered doubtful. There is no general provision against taxation debt.

Provision is made for banking portfolio Investments (specific loans) where recovery is considered doubtful or they have become non-performing. There is no general provision against banking portfolio Investments.

All bad debts are written off against specific provisions in the period in which they become classified as irrecoverable.

Aid Assets

Donor funds are deposited into bank accounts until expensed on approved assets.

Liabilities

Borrowings

Borrowing liabilities are accounted for at amortised cost. Any changes are recognised in the Statement of Financial Performance.

Pension Liabilities

Pension liabilities, in respect of the contributory service of current and past Members of Parliament, are recorded at the latest (30th June 1997) actuarial value of the Crown's liability for pension payments. There are no pension liabilities accruing to the Crown as a result of Government employees' membership of the Government Superannuation Fund (New Zealand).

Employee Entitlements

These include salaries and wages accrued up to balance date, annual level earned but not yet taken at balance date. A long service bonus is paid out on the completion of 3 years continuous service within the Government. The bonus is equivalent to a fortnight pay of the employee.

Other Liabilities

All other liabilities are recorded at the estimated obligation to pay. No liability for ongoing welfare payments has been recognised because no legal entitlement is considered to exist beyond the end of the current financial year until a new Appropriation Act is passed.

Aid Liabilities

Funds received from various donors are treated as liabilities until expensed on approved projects at which stage the funding is included within the Statement of Financial Performance as revenue.

Cash flow

A cash flow statement identifies the sources of cash inflow, the items on which cash was utilised and the cash balance at the reporting date for Crown. Included in the cash flow statements are financing activities which are activities that result in the change of size and composition of the contributed capital and borrowings of the Crown. Investing activities are the acquisition and disposal of long term assets and other investments and operating activities identifies how much the Crown received from its actual operations.

Cash flow information allows users to ascertain how the Crown raised the cash it required to fund its activities and the manner in which that cash was utilised.

Leases

Finance leases transfer, to the Crown as lessee, substantially all the risks and rewards incidental on the ownership of a leased asset. The obligations under such leases are capitalised at the present value of minimum lease payments. The capitalised values are amortised over the period in which the Crown expects to receive benefits from their use.

Operating leases, where the lessors substantially retain the risks and rewards of ownership, are recognised in a systematic manner over the term of the lease.

The cost of leasehold improvements is capitalised and amortised over the lesser of the leasehold improvements useful life or the original lease term.

Commitments

The Statement of Commitments discloses those operating and capital commitments arising from non-cancellable contractual or statutory obligations. Interest commitments on debts and commitments relating to employment contracts are not included.

Contingent liabilities

Contingent liabilities are recorded when a possible obligation has arisen from an event in the past and which the existence will only be confirmed through the occurrence or non-occurrence of future events. Such liabilities will be disclosed if they are deemed to materially affect the reading of the presented financial statements.