



Fiji's National Adaptation Plan Framework

Ministry of Economy
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Executive Summary

In response to international commitments and national needs, under the leadership of the Ministry of Economy, the Government of Fiji has prepared this National Adaptation Plan Framework to guide efforts to develop its National Adaptation Plan on an ongoing basis to comprehensively address climate change. This Framework has been created as a result of a national level consultation workshop; and key informant interviews with civil society, regional bodies, and leaders of pioneering adaptation programmes.

We consider that the approaches and principles, formulation and coordination mechanisms, and preparation steps in the Framework are both contextually relevant and in keeping with best practice. The Framework provides guidance on the development and implementation of the National Adaptation Plan, which itself serves to implement the adaptation component of the new National Climate Change Policy. It also facilitates the integration of adaptation options into development plans, directed by the new National Development Policy.

This framework represents the first stage in Fiji's National Adaptation Plan process. However, there already has been much fantastic pioneering adaptation work by civil society, regional organisations, and multilateral entities. For this reason the National Adaptation Plan will reinvigorate collaboration between the Climate Change and International Cooperation Division and the many stakeholders relevant to adaptation. Knowledge sharing and institutional learning are seen as fundamental ingredients of success. Greater collaboration will also enhance coordination and reduce the likelihood of duplication of efforts.

Climate change will impact communities differently. Consequently, it is necessary to develop and implement location and context-specific adaptation plans which seek to enhance the adaptive capacity and resilience of communities in light of their specific context. This requires the active participation and ownership of local communities in local adaptation planning. It also makes the role and leadership of sub-national government bodies paramount. For this reason this framework outlines how climate change adaptation will be integrated throughout sub-national planning structures, helping to ensure that adaptation finance reaches those who truly experience climate change first hand.

Climate-induced impacts are not limited to individual sectors or areas. Climate change affects all development sectors, natural resources, infrastructures, and livelihoods as well. For this reason this framework adopts a holistic approach proposed in the National Climate Change Policy, which is currently under going a revision process. Additionally, it seeks to reinvigorate existing mainstreaming efforts across National Ministries.

Contents and Abbreviations

Contents

Executive Summary	1
Contents and Abbreviations	2
Introduction to Fiji’s National Adaptation Plan.....	3
Goals of Fiji’s NAP process	4
Mandate.....	4
Approaches underpinning the NAP process.....	5
Guiding principles.....	8
Links to other existing policies and planning processes.....	10
Institutional arrangements for the NAP process.....	11
National level formulation and coordination mechanism	12
Sub-national formulation and coordination mechanism.....	14
Process moving forward – next steps and milestones.....	16
Proposed steps to advance Fiji’s NAP process.....	16
References.....	19

Abbreviations

NAP	National Adaptation Plan
UNFCCC	United Nations Framework Convention on Climate Change
NCCP	National Climate Change Policy
NDP	National Development Policy
EBA	Ecosystem-based adaptation
NGO	Non-governmental organisation
CBO	Community-based organisation
ICM	Integrated coastal management

Introduction to Fiji's National Adaptation Plan

Resilience to environmental and climate hazards has been a historical part of Fiji's way of life for centuries. However, climate change is exacerbating and creating new environmental and climate hazards to which communities are unable to cope. Fiji is one of the most vulnerable countries to climate change. Even under a scenario of 1.5°C of global warming Fiji will experience severe negative climate change impacts. However, climate change is not only a future concern, it is already apparent in current climate observations and trends.

As climate change impacts worsen, Fiji will experience greater extreme events such as floods and droughts and more intense cyclones. Severe Tropical Cyclone Winston is on record as the most intense tropical cyclone ever in the Southern Hemisphere. The impact of Tropical Cyclone Winston in 2016 led to the substantial loss of lives, livelihoods, and infrastructure. It reduced economic growth from 3.8 percent to 1.3 percent, and rehabilitation costs are still on-going (GoF, 2017). Warming oceans and acidification are leading to coral reef bleaching events with negative implications for biodiversity and livelihoods. Sea level rise has already led to the relocation of villages and threatens many more.

If Fiji is to achieve the objectives and targets set out in its new National Development Policy (NDP) (2017) then it must adapt. Fiji has long been undertaking efforts to identify vulnerabilities to climate change. The first National Climate Change Policy was released in 2012, and now a new policy is being created. In Fiji, the NAP is seen as the process of implementing the adaptation component of the new National Climate Change Policy (NCCP) (2017).

While efforts to adapt have been ongoing for some time, they have now gained greater impetus with the National Adaptation Plan (NAP) process under the United Nations Framework Convention on Climate Change (UNFCCC). Formally established under the Cancun Adaptation Framework, the NAP process is a means to identify medium and long-term adaptation needs, as well as develop and implement strategies and programmes to address these needs (UNFCCC, 2011). The Government of Fiji is undertaking its NAP as a continuous, progressive, and iterative process to ensure a systematic and strategic approach to adaptation in all government decision making, which will facilitate institutional coordination, resource mobilization, and – ultimately – effective adaptation actions.

This framework sets out the approaches and principles which will underpin how the NAP is implemented. It also sets out the institutional arrangements which will guide the formulation and coordination of efforts to implement the NAP and thus steer the national process over the long term. It also proposes some initial efforts to progress the NAP process. However, it does not itself constitute an action plan which would require more activities and wider consultation.

Goals of Fiji's NAP process

Fiji's NAP process will be a country-driven and contextually-defined vehicle that will seek to:

- facilitate institutional coordination around adaptation,
- accelerate resource mobilization for adaptation, and
- deliver effective and sustainable adaptation outcomes for Fiji's people.

Adaptation planning will have similarities with planning efforts related to natural resource management and development. The NAP process attempts to build upon these processes, as well as past initiatives. Existing processes and mechanisms will only be supplemented when necessary. Due to the similarities between adaptation efforts and other sustainable development processes, there are a wide variety of stakeholders involved in adaptation planning and implementation. The NAP is designed and developed with this in mind, with the aim of resulting in a national plan which is understood by all, as well as accepted and co-owned by all. The Government of Fiji is in the beginning phase of its NAP process. Consequently, it is felt that a framework is necessary in order to develop the structures and processes necessary to conduct the NAP in an inclusive and comprehensive manner specific to the Fijian context.

Mandate

The mandate for Fiji's NAP stems from national policy, originally from the previous NCCP 2012¹ and once again in the new NCCP which is currently under going a process of revision. The new NCCP will make three explicit references to the NAP which serves as a mandate. Firstly, it will identify the NAP as the process which builds on Fiji's existing adaptation activities. Secondly, it will identify the NAP as the process which integrates climate change into every aspect of national decision-making. Thirdly, it will identify the NAP as the process which fulfils Fiji's commitment to the UNFCCC and operationalises the revised NCCP at all levels.

The NDP (2017) also provides a number of goals, priorities, and strategies which serve as a mandate for the NAP. For instance, it highlights the need for: 1) adaptation to be incorporated into town planning schemes; 2) partnerships be built between communities, private sector, and municipal councils to address climate change; 3) a National Platform be established where stakeholders can interact and better coordinate resources; 4) improve awareness of adaptation issues at community-level; 5) and that a National Strategic Plan for Climate Change and Disaster Resilience is created.

1 The original NCCP (2012) saw the approval of the development of a National Climate Change Law, to be undertaken in consultation with the Solicitor-Generals Office with approval of draft law to be brought back to Cabinet for approval. However, the development of this National Climate Change Law is still under development.

Approaches underpinning the NAP process

Horizontal and vertical integration

Horizontal integration is understood as the process of Government Ministries and Departments incorporating climate change into their work and creating institutional links which enable cross-sector issues to be addressed, which has long been a Government objective. The first objective of the NCCP (2012) was to integrate climate change issues in all national and sector policy and planning processes. Additionally, a barrier to implementation was uncoordinated and highly sectoral development and implementation of climate projects, and weak collaboration amongst government bodies, NGOs, and the private sector. Efforts to integrate climate change into Government Ministries have already begun. For instance, there is a Climate Change and Health Strategic Action Plan 2016 - 2020. The NAP process should support these on-going efforts. The soon to be revised NCCP (2017) will reinforce the call for horizontal integration, identifying the need for an oversight group that represents all sectoral interests led by people that have the requisite holistic understanding. To help achieve this, the need for a cross-Ministerial NAP Steering Committee is proposed.

Vertical integration is understood as the “process of creating intentional and strategic linkages between national and sub-national adaptation planning, implementation, and monitoring and evaluation” (Dazé et al., 2016:4). Within the Fijian context ‘sub-national’ refers to the official government structures (in descending order of): division, province, and district/municipalities. It also refers to the village level where adaptation plans are already to some extent being produced. A vertically integrated approach aligns the NAP with the Green Growth Framework (2014) which encourages action at all levels to build environmental resilience, nurture social improvement and reduce poverty, encourage economic growth, and make Fiji less vulnerable to climate change impacts. Additionally, it aligns it with the new NDP (2017) which highlights that investments will continue in a more integrated manner with divisional development plans developed in consultation with communities and other stakeholders². Furthermore, it aligns the NAP with the NCCP (2017) which requests the integration of climate change into every aspect of national decision-making.

The village³ level forms the basis of rural development planning. Adaptation issues need to be integrated into this development process in a way which avoids parallel governance arrangements. The village level is where community-based adaptation processes will be paramount, which could range from vulnerability assessments, identification of adaptation priorities, implementation of adaptation interventions, through to monitoring and evaluation⁴. The need for the NAP to incorporate community-based adaptation stems from the NDP (2017) which calls for community-based adaptation measures in rural and maritime regions to be prioritised. It is here where adaptation becomes a bottom-up process, whereby adaptation related concerns are fed-up the levels of government.

2 It also aligns the NAP process to the previous NCCP (2012) under which a multi-level approach to achieve national development goals and for which an integrated approach and community ownership are guiding principles.

3 Village is used here in reference to villages and settlements, both formal and informal.

4 It must be remembered that effective community-based approaches are as much about process as it is about outcomes and to be done properly there must be time and patience (Dumaru, 2010),

Leveraging the private sector

The NAP process has to take into account the needs of the private sector and ensure that a suitable environment exists within which the private sector can operate. This is particularly true for the finance sector which is a natural risk aggregator. In this regard there are many initiatives supported by the government, ranging from insurance programmes to green bonds.

Private sector engagement in relation to adaptation can mean businesses supporting government led adaptation measures, or businesses adapting operations to ensure that they remain operational and profitable. For the private sector to adapt, they will have to adapt their day to day operations (e.g. where stockpiles are located and the amount of water required to function). Hence it is critical that adaptation measures are incorporated into everyday business operations and plans.

Identifying incentives and options for private sector engagement will continue on an on-going basis. Risks to the private sector will be recognised within the new NCCP (2017) which highlights that much of commerce and industry/manufacturing is located in vulnerable locations. Additionally, it is also recognised within the NDP especially under its section on Transformational Strategic Thrusts.

The NAP will continue to support the private sector through activities such as improving awareness, improving capacity to conduct vulnerability assessments, developing guidelines for incorporating climate risks, and facilitating access to affordable financing.

Promotion of ecosystem-based adaptation options where appropriate

Ecosystems, and the services they provide, have deteriorated in recent times in Fiji, in part due to climate change. For instance, ocean warming and acidification have led to coral bleaching events, which inevitably has negative implications for food security, biodiversity, livelihoods, and protection against storms.⁵ Ecosystem-based adaptation (EBA) is understood as an ecological approach to climate change adaptation which places ecosystems at the centre of adaptation planning, strengthens ecosystems, conserves biodiversity, and maintains the resources they provide as part of an overall adaptation strategy to help people adapt to adverse effects of climate change (CBD, 2009; Munroe et al., 2011) Experience with EBA is demonstrating it can protect against damage as well as increase local community resilience and adaptive capacity. Previous experiences with EBA in Fiji have provided evidence of its cost-effectiveness.⁶ Additionally, wider evaluations have found ecosystem-based adaptations to generate social, economic, and environmental co-benefits, as well as adaptation, development, and mitigation co-benefits (Doswald et al., 2014).

The promotion of EBA also contributes towards aligning the NAP with the Integrated Coastal Management Framework (2011), National Biodiversity Strategy and Action Plan (2003), as well as the State of the Environment reporting, which endorses EBA approaches due to the co-benefits they generate. It also helps to align the NAP with the ecosystem approach to conservation adopted by the United Nations Convention on Biological Diversity, endorsed by the World Summit on Sustainable Development⁷. The adoption of an EBA

5 In addition to these services, coral reefs also help maintain beaches.

6 Such as in Lami Town, see Rao et al., (2013)

7 It also aligns the NAP with the UNFCCC Cancun Adaptation Framework (2010) which recognised the role of natural resource management as an adaptation action. (Decision 1/CP16. 14d).

approach will also reinforce the new NCCP (2017) which will highlight the problems caused by the deterioration of natural resources and the need for more resilient ecosystems.

An EBA approach requires values associated with ecosystems and the services they provide to be incorporated into sub-national adaptation planning, adaptation decision-making system processes⁸, and project design. Perhaps justification should be provided when EBA approaches are not being used. For instance, for deciding between options to reduce shoreline erosion or provide storm protection, ecosystem-based adaptation options such as coastal planting should be considered alongside hard infrastructure options⁹. Integrating EBA into adaptation planning and projects will require its integration into planning at both local and higher spatial scales and engaging institutions at each scale. While a ‘community’ is frequently a geographically local entity, ecosystem resources need to be considered at the landscape scale as they can cross from one geographical region to another. Thus both community-based adaptation and EBA approaches need to be integrated together. Adopting an EBA approach means dealing with timescales which may not match with social or political timescales more usually adopted with traditional development planning.

Gender and human-rights based approach

It is vital that the NAP process be undertaken in compliance with the Bill of Rights within the 2013 Constitution which guides socio-economic development by guaranteeing citizen rights in various forms. Additionally, the NAP process will be undertaken in compliance with Fiji’s commitments under the Agenda for Humanity, and the UN Conventions on the ‘Rights of the Child’, the ‘Rights of Older Persons’, and Rights of ‘Persons with Disability’.¹⁰ The adoption of a human-rights based approach aligns the NAP process with the NCCP and NDP (2017) which call for inclusivity and equity.

It is paramount that gender concerns be integrated into the NAP from the outset, as gender equality is a universal human right, acknowledged within many various international instruments such as the Universal Declaration of Human Rights and the Convention on the Elimination of All Forms of Discrimination against Women. The full integration of gender considerations has been identified as a key requirement under the UNFCCC. Finally, this ensures compliance with the National Gender Policy (2014), and the Women’s Plan of Action.¹¹ The explicit focus on gender also reinforces the NCCP (2017) which highlights that insufficient attention to gender considerations may result in ineffective and unsustainable adaptation processes.

A gender responsive approach requires examination and addressing of gender norms, roles and inequalities; and to actively promote gender equality. It also needs to be reflected at all stages of the NAP (i.e. formulation, implementation, and M&E) and at different levels of decision-making. In order to ensure gender-responsiveness of Fiji’s NAP process, technical parameters will be proposed and used to determine whether gender is being adequately

8 Traditional decision-making tools such as cost-benefit analysis have historically failed to properly account for the benefits ecosystems provide. As a result alternative tools have been developed such as Strategic Environmental Assessments. However, there have been some efforts to tackle deficiencies such as the TEEB and MACBIO Fiji Environmental Valuation Report.

9 In this particular example the ecosystem-based adaptation option has added benefits of being able to migrate with the shoreline over time while also providing numerous ecological, social, and economic co-benefits.

10 There is also the need to be consistent with the Pacific Framework for the Rights of Persons with Disabilities, and the National Bill regarding the rights of persons with disability, (bill number 12 of 2016).

11 See: <http://www.welfare-women.gov.fj/index.php/women1/womens-plan-of-action-2010-2019.html>

integrated into adaptation projects across the planning, implementation, and monitoring and evaluation stages. To help ensure a gender responsive NAP process reflecting wider government policy, the National level Steering Committee should contain a representative from the Ministry of Women, Children and Poverty Alleviation. Representatives from civil society and development actors with expertise on gender issues in Fiji are to be sought for consultative groups. Capacity building efforts may be required to enable effective participation.

Recognising rural and urban areas as separate but also linked areas

Rural and urban areas are often seen as distinct areas for policy. The focus on rural areas can be justified on the basis that this is where poverty levels are traditionally higher, where the majority of environmental resources are located, and where livelihoods are most climate-sensitive. It is also where holistic adaptation objectives such as food security mostly need to be tackled¹². It is also recognised that urban areas in Fiji are vital for economic growth but also located along vulnerable coastlines and rivers. This increases risk and the potential for substantial damages to physical assets and infrastructure.

This NAP builds on existing policy by recognising that rural and urban areas are linked from the perspective of adaptation planning and intervention. Adaptation planning at provincial and divisional levels will need to cover both rural and urban needs as well as recognise the ways in which they are linked. Additionally, urban adaptation plans for major urban areas will need to account for the way their economic growth and vulnerability is generated across wider geographical areas.

Effort must be taken to ensure the use of long term climate projections in planning processes to ensure climate-resilient infrastructure. Efforts to improve urban adaptation planning have already started, but more progress is required including a reconsideration of how urban areas are planned, governed, transformed, and infrastructure is developed. It will require mixed-use urban form, green urban growth, and green city development models. The relationship between natural resources (e.g. coral reefs and mangroves) and urban resilience needs to be taken into account. Additionally, a resource mobilisation strategy will be required taking into account the role of urban planning and actors.

Guiding principles

A number of guiding principles are provided in the NCCP (2017), most notably the need to be inclusive and address the needs of all citizens¹³. While they remain important policy issues in their own right they become even more important within adaptation planning and intervention.

Participation

Participation is an important guiding principle because a variety of adaptation stakeholders exist with a wealth of existing relevant knowledge and experience to inform the NAP. It is vital that the NAP process be an inclusive and multi-stakeholder process to minimize duplication of efforts, as well as promote information sharing, policy alignment, and coordination of efforts at multiple levels. It is also important to recognise that a variety of adaptation stakeholders are already active players in adaptation planning. For instance, community-based organisations (CBOs) support the development of local-level

12 Although the new NCCP will also highlight the need and potential of urban and peri-urban areas for food production.

13 They are also provided in the old NCCP which the Government of Fiji continues to recognise.

village plans, while larger NGOs and regional bodies support provincial and division development boards which themselves help shape sub-national development plans.

Pro-poor

The principle of being pro-poor is especially relevant to adaptation planning and intervention and is a central theme of the NDP (2017). Low-income and otherwise disadvantaged groups are often the most seriously affected by climate change but have the least capacity to cope with and adapt to negative impacts¹⁴. It is believed that for efforts to tackle vulnerability experienced by low-income and otherwise disadvantaged groups to be effective and equitable, they must recognise the context specific, interlinked, and multidimensional nature of poverty and vulnerability. This often means adaptation interventions must incorporate linkages between poverty and vulnerability into their design, or, in other words, simultaneously address poverty and vulnerability to climate change. If adaptation interventions are to be pro-poor, they must build upon and seek to improve the agency and knowledge (including indigenous or traditional knowledge) of low-income and otherwise disadvantaged groups.

Robust decision making

In addition to the principles highlighted within the NCCP (2017) and NDP (2017) there are three additional interlinked principles which need to be highlighted for the purposes of adaptation planning and intervention. The first of these is the need for robust decision-making which makes use of the best available science. Adaptation decision-making can be frustrated by uncertainties regarding projections of climate change in specific geographies and made further difficult by insufficient understanding of socioecological systems. The NAP process must be designed to reduce uncertainty when possible through appropriate means. Additionally, it must operate despite this uncertainty and not delay the implementation of protective, anticipatory, and preventative measures. Moreover, adaptation planning must tackle and balance current and future climate impacts, noting that the 'climate change signal' is already apparent in current climate observations and trends. It is important for Fiji's NAP process to employ a 'resilience' or 'robust' approach focused on the precautionary principle, the use of climate models to screen potential adaptation options, and the identification of 'no regret' options. It is also focused on the fostering of social and policy learning. Screening adaptation and development options against a range of potential future scenarios will be especially relevant for major infrastructure investments as well as settlement relocation.

Identifying low-regret options

The implementation of adaptations which are considered 'no or low-regret options' has been common across Pacific Island Countries. These options yield benefits regardless of climate change and are a way to circumvent the difficulties created by large uncertainties. They may also typically demonstrate early benefits or quick payback periods. They may also be projects with environmental, social, and economic co-benefits; or adaptation, mitigation, and development co-benefits. Yet, few interventions will be perceived as no-regrets by all stakeholders, so when this term is used full justification of its 'no regrets' nature should be provided. Interventions identified as 'no-regrets' should still be chosen primarily on the basis of their alignment with adaptation and development objectives. Finally, preference given to 'no-regret' options should not detract from the need to implement more transformative

¹⁴ Including people with disabilities, elderly, women, children, and LGBTQ.

adaptation measures, such as those needed when dealing with high magnitude impacts.

Managing trade-offs

Managing trade-offs is the remaining guiding principle which is relevant for adaptation planning and intervention. This may relate to the different use of land between social, economic, and environmental activities; choosing between multiple adaptation options, or may relate to the distribution of the benefits and costs of adaptation options. The NAP will need to address trade-offs in a transparent and participatory way which balances the needs of all stakeholders and the need to implement government policy. Participatory multi-criteria analysis potentially offers one way in which adaptation planners can methodically compare alternative adaptation options and evaluate trade-offs. Other potential tools include environmental impact assessments and strategic environmental assessments, although these may need strengthening to take into account climate change concerns.

Links to other existing policies and planning processes

The main policy guidance for the NAP¹⁵ stems from the new NDP¹⁶, and the soon to be revised NCCP (2017)¹⁷. The NAP process is guided by these policies and thus becomes the vehicle for translating the goals and priorities into action as well as ensuring coordination among stakeholders. The ICM Framework represents another important and relevant policy framework for the NAP. It governs coastal management in Fiji¹⁸, and offers a provincial level approach to natural resource management. ICM Plans have a natural fit within sub-national adaptation planning as they can coordinate and harmonise adaptation efforts at the provincial level. The Green Growth Framework and the adaptation component of Fiji's Intended Nationally Determined Contribution (INDC) are other important policies for which the NAP serves as the vehicle for translating the short, medium, and long term goals into action¹⁹. The draft Integrated Rural Development Framework is an important development related policy which acts as the coordinating mechanism across sectors at the Division level. The forthcoming National Relocation Guidelines will provide the basis for implementing adaptation policy related to the relocation of coastal communities in response to climate hazards. Many other national policies have relevance to the NAP due to its cross-cutting nature, such as the National Youth Policy, REDD+ Policy, and the National Agriculture Policy 2020. A listing of these policies is listed in the 2nd National Communications to the UNFCCC²⁰ (GoF, 2013).

Fiji is also a signatory to many relevant international policies and conventions influencing the design of this Framework, such as the United Nations Convention to Combat Desertification,

15 As highlighted earlier, the approaches and guiding principles which underpin how the NAP process will unfold all stem from wider government policy and agreements at national, regional, and international level.

16 The National Development Plan outlines eighteen long term transformational strategic thrusts, seven of which have clear relevance for adaptation and thus provide guidance for long term focus: 1) sustainable cities and towns, 2) expanding the rural economy, 3) sugar, 4) non-sugar agriculture, 5) fisheries, 6) forestry, and 7) tourism.

17 The revised NCCP will cover topics such as: 1) sustaining economic growth, 2) maintaining food and nutrition security, 3) adapting settlements and infrastructure, 4) ensuring awareness (of climate change), and 5) improving health and wellbeing.

18 For other relevant legislations relevant to ICM see DoE (2011).

19 The Green Growth Framework has 10 thematic areas, with varying degrees of relevance to adaptation: 1) building resilience to climate change and disasters, 2) waste management, 3) sustainable island and ocean resources, 4) inclusive social development, 5) food security, 6) freshwater resources and sanitation management, 7) energy security, 8) sustainable transportation, 9) technology and innovation, 10) greening tourism and manufacturing industries. The first component of this framework became the adaptation component of Fiji's INDC.

20 Although this list is not up-to-date and needs to be updated as part of the 3rd National Communications.

Convention for Bio-Diversity²¹, and the Convention on Climate Change²². Additionally, through the Pacific Islands Forum Fiji has endorsed the Pacific Roadmap for Sustainable Development which guides and consolidates the efforts at the regional to implement and monitor the UN 2030 Agenda (for Sustainable Development), the ‘Small Islands Developing States Accelerated Modalities of Action’ Pathway, and the Framework for Pacific Regionalism within the context of national plans and priorities. Additionally, through its regional bodies Fiji has also endorsed the Pacific Roadmap for enhanced climate services; and the Framework for Resilient Development in the Pacific which guides and supports efforts for building resilience to climate change and which serves as a framework for the Pacific Resilience Partnership.

Institutional arrangements for the NAP process

For adaptation to be effective it must formulate and coordinate policy across many ministries, sectors, and organisations.²³ It will also need to be situated within existing mechanisms, parallel structures must be avoided. All organisations involved in adaptation have relevant expertise; and it is necessary to draw upon this expertise for adaptation planning to be efficient and effective. It is also necessary in order for institutional learning to occur. An inclusive formulation and coordination mechanism helps to ensure that the NAP process has practical value, technical validity, acceptance, and legitimacy.

Existing policy highlights the need to strengthen partnerships at all levels to build resilience, such as the Green Growth Framework (2014). Enhanced partnerships can facilitate institutional learning by improving the flow of expertise from practitioners and implementers to policy makers, which is seen as an inherently bottom-up process. The need to vertically integrate the NAP requires both national and sub-national formulation and coordination mechanisms. It is hoped this way of working will result in a NAP which is valued, utilised, and co-owned by all stakeholders.²⁴

National level formulation and coordination mechanism

A national level mechanism is required to create and institutionalise structures which enable the flow of resources to the sub-national level in a way which is aligned with government policies²⁵ as well as the objectives set-out previously. The national level is the entry point for integrating international policy and resources in sub-national structures. The national level mechanism is comprised of a national steering committee and various consultative groups which would be expected to provide input into the development of NAP related processes and outputs. It is felt that consultative groups should be split into stakeholder group to

21 The Government Cabinet endorsed the National Biodiversity and Action Plan in 2007. Fiji is also a signature to the Cartagena Protocol on Biosafety, the Nagoya Protocol, Wetlands Convention and Convention on International Trade of Endangered Species of Wild Flora and Fauna.

22 Many have subsequently led to the development of national policy such as the National Biodiversity and Action Plan in 2007.

23 The 2012 NCCP calls for an effective communication and networking mechanism on climate change issues among government departments, NGOs, CBOs, faith-based organisations, municipal councils, the private sector, and professional and academic institutions (MoE, 2012)

24 Media related stakeholders are also important in addition to the mechanisms described below, as the media is important in disseminating information to the public. Adaptation plans should try to support women-led media initiatives when appropriate. Such as community radio, television and print media, and consider financial support for the supply of media equipment and training in how to use this equipment when necessary.

25 Including the channelling of resources to geographical areas where it is most needed.

increase transparency. It is proposed that there be an expert consultative group, private sector consultative group, civil society consultative group, as well as a consultative group for development partners. Stakeholders should generally seek to join one particular component, but may join multiple groups if they justifiably have different programmes or departments which result in them having expertise across the various elements of the national level structure.²⁶

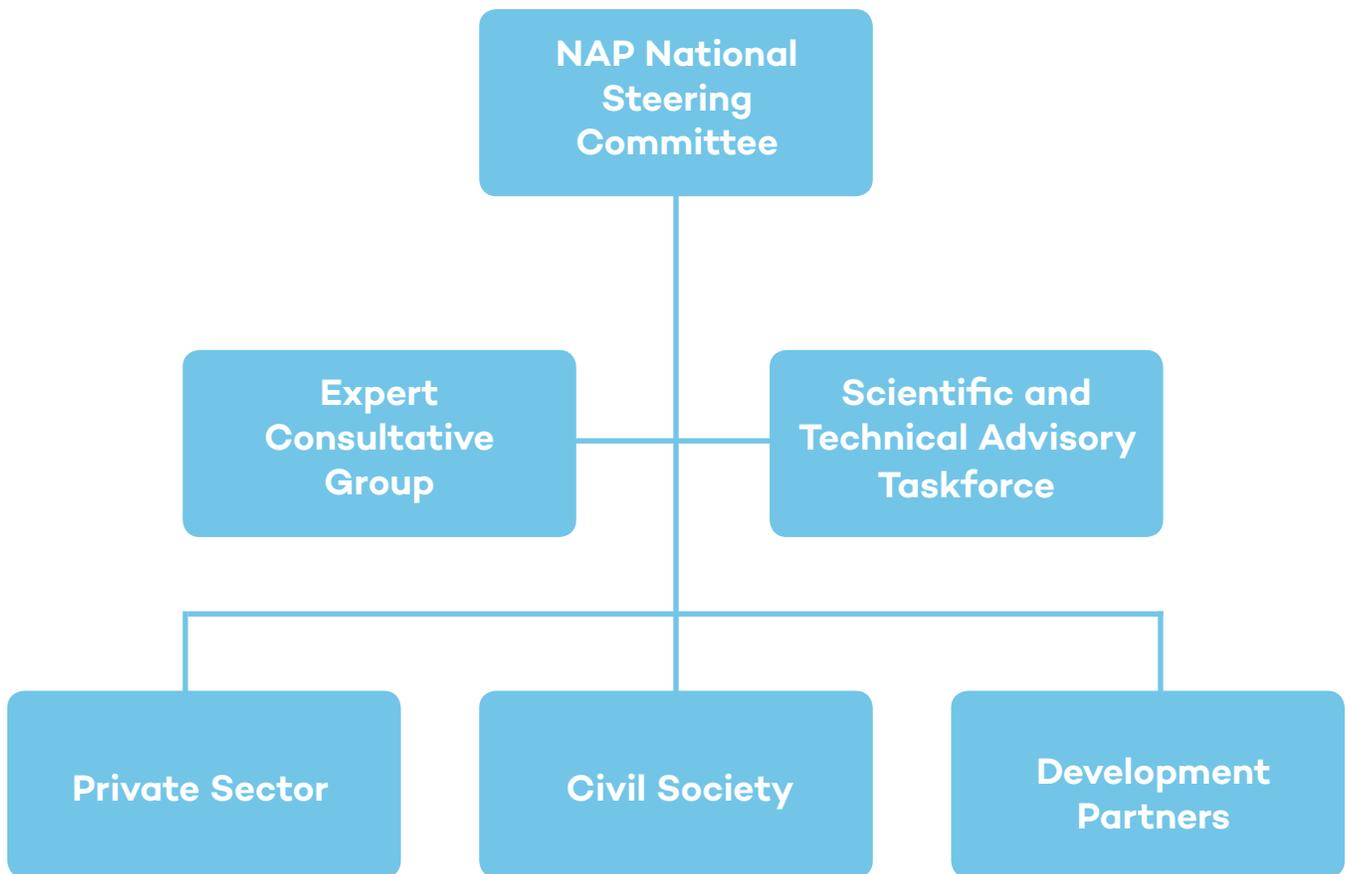


Figure 1: Structure of National Level Formulation and Coordination Mechanism

NAP Steering Committee

The body charged with driving the NAP process is the ‘Climate Change and International Cooperation Division’, based within the Ministry of Economy²⁷. Due to the way the mandate is derived a National level NAP Steering Committee will be created. This Steering Committee will use existing committees if they are appropriate, such as the National

26 It is unclear what process should be used regarding constituting the expert consultative group with members. It is likely to be a voluntary role to which people can propose themselves. It should be the NAP Steering Committee that decides who should be accepted onto the expert consultative group; however, decisions should be made public.

27 The ‘Climate Change Unit’ was the original government body responsible for the implementation of NCCP as well as coordinating climate change programmes and projects within Fiji. It was originally established in 2009 and based within the Department of Environment under the Ministry of Local Government, Urban Development, Housing and Environment. It was relocated to the Political and Treaties Division under the Ministry of Foreign Affairs and International Cooperation in 11th November 2011.

Climate Change Coordination Committee, which resides over the NCCP (2017)²⁸. This committee is comprised of representatives from multiple ministries which is relevant as climate change is a cross-cutting issue. It is likely that the committee will be chaired by the Climate Change and International Cooperation Division of the Ministry of Economy. The purpose of the Steering Committee is to establish responsibilities, review and ratify the content and direction of the NAP process, ensure ministries continue to prioritise the NAP process on an ongoing basis; as well as specify key actions, milestones and outputs over each NAP cycle. Membership of the Steering Committee should be a demonstration of commitment towards achieving the objective of mainstreaming climate change concerns within each government ministry as set out within the old NCCP (2012). Since individual issues, such as food security, are relevant to multiple Ministries²⁹ collaboration and coordination between Ministries is required to create sector adaptation plans.

It is the responsibility of government agencies and stakeholders to contribute towards the NAP, coordinate its implementation, and report on progress. The mandate will be further developed by the National level NAP Steering Committee once it is created.

Expert Consultative Group and Scientific and Technical Advisory Taskforce

An expert consultative group will be created in recognition that at times the National NAP Steering Committee will need access to representative expertise³⁰. The group will assist with prioritisation of adaptation options and independent advisory, conciliation, and arbitration of identified issues. The Scientific and Technical Advisory Taskforce is comprised of entities specialising in the creation, management, and interpretation of environmental and climate data. This group is required to ensure the most up to date, authoritative, and globally representative science is used. It will be comprised of academic and research institutions but may also include key Government agencies such as the Fiji Meteorological Service, as well as knowledge brokers to enable other stakeholders to make sense of data and information.

Consultative Groups

The Civil Society Consultative Group is able to review and provide technical input into the content of the NAP to ensure it meets the needs of stakeholders,³¹ in keeping with best practices. While this group can suggest or recommend changes to the NAP, final decisions regarding content rest with the NAP Steering Committee. Civil society organisations often implement and execute adaptation interventions at the local-level, and generate practical adaptation knowledge through their experience. Embedding them into the process is important to comply with the old NCCP (2012) stipulation that national planning and policy processes should consider findings and lessons from climate related programmes and projects.

The Private Sector Consultative Group is comprised of industry associations to provide input into the content of the NAP document and ensures that it covers issues relevant to the private sector. While this group can suggest or recommend changes to the NAP, final decisions regarding content rest with the NAP Steering Committee. A significant proportion

28 During the National Workshop Consultation has been commented that any committee should include development licensing approval agencies.

29 Particularly when working at local-levels when department representatives need to work together.

30 Such a body should be comprised of representatives from all stakeholder groups.

31 Particular previously identified low-income and otherwise disadvantaged groups.

of adaptations will be made by private sector entities who will be adapting autonomously, especially if farmers are included within this category. This consultative group should include interested representatives from all major economic sectors, notably finance, tourism, and agriculture³². It should also seek to include private sector platforms such as the Fiji Business Disaster Resilience Council, established within the Fiji Commerce and Employers Federation³³.

Members of the development partners consultative group are comprised of entities constituted by nation states to support sustainable development.³⁴ The Government of Fiji recognises the active role these organisations have in adaptation and the need for regional cooperation. Examples of regional entities are the Council of Regional Organisations in the Pacific agencies as well as regional offices for UN agencies.

Sub-national formulation and coordination mechanism

There are pre-existing sub-national level government and governance structures which enable the flow of resources from the national to sub-national level. Efforts to vertically integrate the NAP process will build upon these pre-existing structures to avoid unnecessary parallel structures^{35,36}. Sub-national steering committees have also been used in various adaptation programmes to create sub-national plans, the NAP process will seek to build on the lessons gained from these programmes³⁷.

Currently, the typical sub-national development planning structure starts with village level plans which are facilitated by local NGOs, which ultimately culminate in provincial and divisional development plans, facilitated by a variety of stakeholders ranging from NGOs, regional entities, development partners, and sub-national government representatives from relevant government ministries. These are assessed by Provincial and Division Development Boards comprised of community representatives, provincial representatives, NGOs, regional entities, and chaired by the respective Divisional Commissioner.³⁸ Provincial and Division Development Boards are encouraged to merge rural and urban concerns. Divisional Commissioners submit divisional plans to a National Steering Committee chaired by the Permanent Secretary of Rural and Maritime Development, and comprised of Permanent Secretaries of key ministries such as Education, Health, Economy, Agriculture, and Forestry. Consequently, three steering committees exist which will be important for ensuring a vertically integrated NAP process. While this represents the general sub-national development structure there are others such as those associated with provincial level ICM plans³⁹.

32 It is also important that it involve businesses which emit pollution.

33 This entity was set-up to support businesses to improve their resilience and adapt to a changing climate, in addition to supporting government led community adaptation initiatives.

34 Organisations such as the Secretariat of the Pacific Community, as opposed to international charities.

35 Particularly with regards to ensuring that this process occurs effectively as well as ensuring the principles set out in Section 1.6 are met.

36 The UNDP Pacific Risk Resilience Programme has led to the additional hiring of a 'Senior climate change and disaster officer' at the Division level (Western and Northern Divisions) under the Ministry of Rural and Maritime Development, Disaster Management, and Meteorological Services.

37 For instance, the RESCCUE, WWF-PACAM, and FCDP programmes.

38 Currently, a 'senior climate change and disasters officer' position has been created in two divisions as a result of the UNDP Pacific Risk Resilience Programme.

39 See SPC. Integrated Coastal Management Plan, Ra Province. Management Plan 2015-2020. SPC. Available from: <http://www.spc.int/wp-content/uploads/2016/12/Ra-ICM-CTI-ANZDEC-DOE-IAS.pdf>

These existing structures will be augmented so that sub-national development planning adequately incorporates climate concerns. This is consistent with the Green Growth Framework (2014) which highlighted the need to strengthen the role of local governments in building resilience. Capacity building of sub-national government representatives and local NGOs and community-based organisations (CBOs) will also be required to ensure development plans adequately incorporate adaptation policy.

Process moving forward – next steps and milestones

The first key milestone for the NAP process is the verification and finalisation of the NAP Framework. It will be presented at the 23rd Conference of the Parties of the UNFCCC. Once the NAP Framework is complete efforts will start to further develop and implement the NAP process on an on-going basis. The NAP should go under formal review at every start of the national development planning cycle (every five years) and direct Fiji's enhanced NDC which is to be submitted in 2018. Adaptive learning is needed with feedback sought from consultative groups comprising stakeholders across government, civil society, development partners, academia, and the private sector. The NAP Framework will drive the formal start of the NAP process in mid-November 2017.

Proposed steps to advance Fiji's NAP process

Undertake an assessment of climate change activities. An immediate step could be to undertake a rapid assessment of the extent to which climate change has been integrated into relevant activities, including enforcement of climate change-related legislation. For instance, the previous NCCP (2012) required each ministry to mainstream climate change concerns within their affairs. It is currently unknown precisely the extent to which this has occurred.⁴⁰ Linked to this priority is the need to ensure that current adaptation strategies continue to be in line with government policies such as the Green Growth Framework and the soon to be revised NCCP (2017). This could involve conducting further awareness-raising workshops and sessions for policy makers, decision makers and local and national planners on climate change issues. Additionally, the assessment will need to include activities relating to, and being delivered by the private sector. This could also include an assessment of whether these projects are effective in improving the adaptive capacity of the private sector. Furthermore, the assessment will need to include all non-state efforts to pilot adaptation planning and interventions related efforts. Such efforts would have the added benefit of contributing towards Fiji's 3rd National Communications.

Create a knowledge management platform to facilitate institutional learning between adaptation stakeholders. Initial consultations highlighted the absence of a mechanism to disseminate project practices, lessons learned, and best practices to other stakeholders including government departments. There is a varied range of adaptation projects being implemented which would benefit sub-national adaptation planning and implementation. For instance, many NGOs are piloting the creation of adaptation plans which could benefit the integration of adaptation concerns into existing development plans. This could include an annual conference or national workshop focusing on aspects of adaptation, much like previous National Summits which used to be held. Part of this platform could be the standardisation

⁴⁰ Mainstreaming should be seen as an on-going concern.

of project documentation sent to the government to facilitate knowledge management.⁴¹

Increase efforts to create ICM plans at the provincial level. ICM appears to have an important role in future adaptation planning. To date, one province has finalised an ICM Plan, but others are being developed which incorporate a ridge-to-reef vision.⁴² The NAP process can turn this into an advantage by increasing their development as part of sub-national development planning. A comprehensive resource mobilisation strategy will be needed. While the ICM Framework should form the basis of creating ICM Plans at the provincial level, it is imperative this framework be updated in light of recent experiences and resources are identified for implementation.

Create a monitoring and evaluation system to monitor progress towards achieving the NCCP. The creation of a monitoring and evaluation system to record progress towards horizontally and vertically integrating climate issues into existing processes will require reinvigorating lines of communication between government ministries and departments. National policy has determined that monitoring and evaluation be carried out by the Climate Change and International Cooperation Division. There will also need to be a national process behind establishing a monitoring and evaluation system which enables the extent to which local-level adaptation plans are being achieved over time. Such a process should incorporate community-based processes when possible and present arguments when they will not be used.

Create a pipeline of technical approach papers. For the advancement of the NAP process to be effective it will need to be based on comprehensive studies focusing on key elements of the NAP process which combine up-to-date theoretical and empirical knowledge. The creation of technical approach papers need to bridge the divide between ‘what should be done’, ‘what can be done’, and ‘what is currently best-practice’. Three areas are proposed below for their importance to the advancement of the NAP process.

Integrating vulnerability assessments into sub-national planning. Currently, there is an absence of a standardised approach to vulnerability assessment, which is a fundamental component of integrating adaptation into development planning. It is unclear at what stages scientific data needs to be embedded. For instance, should climate observations and projections and GIS be used at village level, district, provincial, or divisional level; and what difficulties are experienced when attempting to do so. Additionally, it is unclear how the topics of climate change, disasters, and development needs can be integrated in vulnerability assessments without over burdening communities with consultations. Furthermore, it is unclear what role different stakeholders have in this process and to what extent capacity building is required for them to operate more effectively. It is also unclear to what extent and when the issues of adaptation barriers and limits are incorporated into vulnerability assessments. How vulnerability assessments are used to determine what actions to address vulnerability is also yet to be clarified. For instance, some interventions may provide few benefits over the short term but which provide transformative benefits over the medium and long term. This links to the need to understand how to manage trade-offs.

⁴¹ Suggested during a consultation with a non-governmental organisation.

⁴² The only ICM Plan that has been developed and is in operation is the ICM Plan for Ra Province, Kandavu is also currently in the process of developing its ICM Plan.

Creating a resource mobilisation strategy. A comprehensive resource mobilisation strategy is required which enables the NAP process to progress without delay. Resources here do not simply refer to finance but should also refer to non-financial resources such as human resources. In relation to the implementation of adaptation activities, any resource mobilisation strategy will need to take into account the differential needs of rural and urban areas as well as the general need to increase access to financial services, noting that the responsibility towards rural and urban affairs occurs between different ministries. Thus coordination is vital to ensuring resource mobilisation strategies are comprehensive. The way in which adaptation finance is channelled to the local-level will also need to be addressed. The system would have to maintain compliance with fiduciary management principles, which is required to safeguard against corruption and enable stakeholders to adequately track adaptation finance. Any resource mobilisation strategy should be assessed in accordance with principles associated with local-level adaptation finance.⁴³ For instance, it may be relevant to state a minimum amount of finance which has to flow towards local-level adaptation planning and implementation.⁴⁴ Gender responsive budgeting should also be considered. Any resource mobilisation strategy should take into account the different needs associated with financing incremental and transformational adaptation efforts. Finally, the resource mobilisation strategy would need to combine streams of domestic public and private finance as well as international sources of finance. Two streams of finance which may be particularly relevant is the allowance by the Green Climate Fund to support the development of the NAP, and the newly created Environment and Climate Adaptation Fund created through the Environmental Levy (Budget Amendment) Bill 2017.

Integrating adaptation into sub-national development planning processes. This is a significant aim of the NAP Process. Currently, there are a number of interesting pilot projects and programmes currently being implemented which have developed sub-national adaptation plans, while a number of adaptation relevant projects have also taken place. The benefits of these initiatives could be better realised if they were summarised and used as the basis for a forum or workshop where project results and best practices could be discussed. Any related process would need to account for the stipulated approaches and principles of the NAP such as community-based adaptation, EBA, and a pro-poor focus (including a gender and human rights approach). It is likely that some local-level development plans will need to be retrofitted with adaptation concerns. Ascertaining how this can be best achieved is highly important to achieving vertical adaptation.

43 Previously has been argued that local-level adaptation finance should recognise the principles of equity, urgency, efficiency, effectiveness, transparency, accountability, sustainability, flexibility, human rights, and participation (Fenton et al., 2015).

44 Nepal has stipulated that 80 percent of all adaptation finance flow towards the local-level to finance activities associated with Local Adaptation Plans.

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