



OFFICE *of the* AUDITOR GENERAL
Republic of Fiji

REPORT OF THE AUDITOR GENERAL OF THE REPUBLIC OF FIJI



PERFORMANCE AUDIT ON IMPLEMENTATION OF CLIMATE CHANGE ADAPTATION ACTIONS IN FIJI



PARLIAMENT OF FIJI
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OFFICE OF THE AUDITOR GENERAL

Promoting Public Sector Accountability and Sustainability through our Audits



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File: 102

31 July 2025

The Honorable Filimone Jitoko
Speaker of the Parliament of the Republic of Fiji
Government Building
Constitution Avenue
SUVA

Dear Sir

PERFORMANCE AUDIT - IMPLEMENTATION OF CLIMATE CHANGE ADAPTATION ACTIONS IN FIJI

In accordance with section 152(13) of the Constitution of the Republic of Fiji, I am pleased to transmit to you my report on a performance audit on the Implementation of Climate Change Adaptation Actions in Fiji.

A copy of the report has been submitted to the Minister for Finance who as required under section 152(14) of the Constitution shall lay the report before Parliament within 30 days of receipt, or if Parliament is not sitting, on the first day after the end of that period.

Yours faithfully

Finau Seru Nagera
AUDITOR- GENERAL



Encl.

The Office of the Auditor-General – Republic of Fiji

The Office of the Auditor-General is established as an Independent Office by the Constitution of the Republic of Fiji and Audit Act 2025. The Auditor General is the responsible authority for the Office of the Auditor General.

The Auditor General may at any time conduct a performance audit on one or more public entities. A report of the Auditor General to Parliament about a performance audit must be submitted to the Speaker of Parliament not later than 6 months after the year in which the performance audit was completed. This report satisfies the requirements of Section 13 and Section 22 of the Audit Act 2025.

The Office of the Auditor-General notes the impact of its reports to Parliament on the ordinary citizens and strives for accuracy and high-quality reporting including recommendations which are not only value-adding to the entity subject to audit but its stakeholders and the general public as well.

Acknowledgement

We are grateful for the assistance and co-operation provided during the audit by the Ministry of Environment and Climate Change (MECC).

In addition, we acknowledge the assistance rendered by the Divisional Offices and Officials from selected Provincial Councils during the site visits carried out for the audit from 28 to 30 October 2024.

Date	Village (Koro)	District (Tikina)	Province (Yasana)	Project	Officials engaged
28.10.2024	Nagasauva	Tawake	Cakaudrove	Relocation	<ul style="list-style-type: none"> Driver MECC TNK Nagasauva
29.10.2024	Naividamu	Macuata	Macuata	Nature-based seawall	<ul style="list-style-type: none"> Driver MECC TNK Naividamu TNK Nabavatu TNK Cogea
	Nabavatu	Dreketi	Macuata	Relocation	
	Cogea	Wainunu	Bua	Relocation	
30.10.2024	Vunidogoloa	Koroalau	Cakaudrove	Site visit could not be conducted as a funeral was held in the village on the same day.	<ul style="list-style-type: none"> Driver MECC TNK Vunisavisavi Village Nurse - Vunisavisavi TNK Drekeniwai TNK Cogea
	Vunisavisavi	Cakaudrove- vanua	Cakaudrove	Relocation	
	Drekeniwai	Navatu	Cakaudrove	Nature-based seawall	
28.10.2024	Vuniniudrovu	Naitasiri	Naitasiri	Relocation	<ul style="list-style-type: none"> Driver MECC TNK Vuniniudrovu, Nabukadra, Verevere & Vaidoko. Mata ni Tikina of Nadogoloa.
	Nadogoloa	Bureiwai	Ra	Relocation	
	Nabukadra	Kavula	Ra	Nature-based seawall	
	Verevere	Nakorotubu	Ra	Nature-based seawall	
	Vaidoko	Naroko	Ra	Nature-based seawall	
29.10.2024	Vanuakula	Nasau	Ra	Relocation	<ul style="list-style-type: none"> Driver MECC TNK for Vanuakula & Nawaqarua, together with villagers present. District Officer Ba Community members at Tukuraki with mobility issues.
	Nawaqarua	Nailaga	Ra	Relocation	
	Tukuraki	Nalotawa	Ra	Relocation	
30.10.2024	Malomalo	Malomalo	Nadroga-Navosa	Nature-based Sea wall	<ul style="list-style-type: none"> Driver MECC TNK for Narata and villagers present. Village member at Malomalo as the village TNK was not available. Representative from Nadroga-Navosa Provincial Council Office.
	Narata	Waicoba	Nadroga-Navosa	Relocation	

Various meetings held with the Ministry of Environment and Climate Change are detailed below:

Date	Stakeholder	Officers
26 February 2024	Ministry of Environment & Climate Change (Entry meeting)	Permanent Secretary
04 & 12 July 2024 & 18 December 2024	Ministry of Environment & Climate Change	Senior Adaptation Officer
06 August 2024 & 18 December 2024	Ministry of Environment & Climate Change	Embedded Officials responsible Climate Change Adaptation
22 May 2025	Ministry of Environment & Climate Change (Exit meeting)	Permanent Secretary (virtual) and Climate Change Adaptation Technical Advisor (in person)

Table of Contents

List of Figures, Illustrations and Tables	3
Acronyms	4
EXECUTIVE SUMMARY	5
1.0 INTRODUCTION.....	7
2.0 ABOUT THIS AUDIT	11
2.1 Audit objective and audit questions.....	11
2.2 Audit scope	11
2.3 Audit methods and evidence	12
3.0 NATIONAL ADAPTATION PLANNING.....	13
3.1 Implementation of the National Adaptation Planning process, ensuring institutional legitimacy, technical validity and stakeholder acceptance	13
3.2 Enabling activities & approaches for NAP Implementation.....	17
4.0 QUALITY REVIEW OF THE NAP.....	27
5.0 MONITORING AND REPORTING THE PROGRESS OF NAP IMPLEMENTATION (FOCUS ON IMPACTS OF RISE IN SEA LEVEL & FLOODING ON HUMAN SETTLEMENT).....	29
5.1 Setting measures of success and reporting on them through a monitoring and evaluation system.....	29
6.0 APPENDICES	47
Appendix 1: Key questions, indicative activities, list of building blocks and sample outputs under each of the four elements and steps of the NAP process	47
Appendix 2: Planned adaptive actions in the NAP to address the impacts of flooding and in sea level rise	52
Appendix 3: Details of completed relocations as referenced in the GIS portal	56
Appendix 4: Details of communities planned for relocation as referenced in the GIS portal	57
Appendix 5: Details of communities under adaptation survey as referenced in the GIS portal	59
Appendix 6: Floor Plan for Nabavatu funded through CROC Trust Fund	61
Appendix 7: House Elevation for Nabavatu funded through CROC Trust Fund	62

GLOBAL COOPERATIVE AUDIT OF CLIMATE CHANGE ADAPTATION ACTIONS (CCAA)

AUDIT AT A GLANCE

PARALLEL PERFORMANCE AUDIT REPORT - FIJI

OBJECTIVE OF THIS GLOBAL AUDIT

To help Supreme Audit Institutions (SAIs) in providing a relevant audit response to climate change through the global audit of climate change adaptation actions. This audit is visualised as a performance audit as per the International Standards for Supreme Audit Institutions (ISSAIs).

FACILITATED/ SUPPORTED BY



INTOSAI Development Initiative



INTOSAI Working Group on Environmental Auditing

PARTICIPATING SAIs

48 SAIs with 9 from the Pacific region, including Fiji.

TOPIC AREA FOR SAI FIJI

Implementing climate change adaptation plans or actions. Other topics SAIs could select were disaster risk recovery, water resource management, and sea level rise and coastal erosion.

FINDINGS

No specific indicators and measures of success were set; therefore, reporting is limited, which are further hindered by the absence of a monitoring and evaluation system.

MONITORING & REPORTING OF NAP



Gaps noted with financing, leadership, roles and responsibilities & coordination hinders the successful implementation of the NAP.

QUALITY REVIEW OF NAP

Following through with the quality review process could not be determined due to non-provision of a quality review report as required by the NAP.

The elements of the NAP technical guideline were generally followed, with exception noted for stakeholder acceptance.

National Adaptation Planning Process

Enabling Environment for Successful Implementation



List of Figures, Illustrations and Tables

Number	Name
Figure 1.1	Global climate regimes on Adaptation translated to Fiji's National Climate regimes on Adaptation
Figure 3.1	Elements and key steps from technical guidelines released by LDC Expert Group
Figure 3.2	An example of how the national adaptation plan process could progress for a country
Figure 3.3	Result of assessing implementation of the NAP process against UNFCCC technical guidelines
Figure 3.4	NAP Process key milestones
Illustration 5.1	The only occupied house at the related site
Illustration 5.2	Outdoor kitchen built behind the house
Illustration 5.3	Outdoor lavatory
Illustration 5.4	Outdoor shower room
Illustration 5.5	Washroom for one of the relocated houses in Vunisavisavi
Illustration 5.6	Accessibility issues to the relocated site
Illustration 5.7	Accessibility issues to the relocated site
Illustration 5.8	Houses at the old village site at Nabavatu still occupied by its owners
Illustration 5.9	Sheds built just outside the tents
Illustration 5.10	Communal lavatories, shower rooms and wash houses built by UNICEF
Illustration 5.11	Sheds built just outside the tents
Illustration 5.12	Curtains used to separate the common area from the dressing room
Illustration 5.13	Status of nature-based seawall in Nabukadra community in Ra as per GIS
Illustration 5.14 – 5.16	Complete section of the seawall with boulders and planting of vetiver grass with incomplete village sections of the seawall
Table 3.1	Example of Action No. 14.1 & 14.10 as presented in NAP
Table 3.2	Examples of multiple actors addressing an adaptation action
Table 3.3	List of Focal Officers Nominated by Ministries
Table 3.4	Overview of documents use for the stocktake process
Table 5.1	Details of Action Item No. 14.1 & 14.10

Acronyms

Acronym	Meaning
CCA	Climate Change Act
CCAA	Climate Change Adaptation Actions
CCAP	Coastal Community Adaptation Project
CCD	Climate Change Department
COP	Conference of Parties
CRVAM	Climate Risk Vulnerability Assessment Methodology
CROC	Climate Relocation of Communities
CVA	Climate Vulnerability Assessment
EOCs	Emergency Operations Centers
GEF	Global Environment Facility
GIS	Geographic Information System
IDI	INTOSAI Development Initiative
IISD	Institutional Institute for Sustainable Development
INTOSAI	International Organisation of Supreme Audit Institutions
IPCC	International Panel on Climate Change
ISSAIs	International Standards for Supreme Audit Institutions
IWRM	Integrated Water Resource Management Plans
JICA	Japan International Cooperation Agency
LDC	Least Developed Country
LRPD	Land Resource Planning Division
MCA	Multi-Criteria Analysis
MECC	Ministry of Environment and Climate Change
NAP	National Adaptation Plan
NCCCC	National Climate Change Coordination Committee
NCCP	National Climate Change Policy
NDC	Nationally determined contributions
NDMO	National Disaster Management Office
NDP	National Development Plan
NOAA	National Oceanic and Atmospheric Administration
OAG	Office of the Auditor General
SAIs	Supreme Audit Institutions
SDG	Sustainable Development Goal
SoP	Standard Operating Procedures
TNK	Turaga Ni Koro
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
WGEA	Working Group on Environmental Auditing

EXECUTIVE SUMMARY

Why we chose to do this audit

The Office of the Auditor General has conducted this audit as part of a global cooperative audit initiative known as the Cooperative Audit on Climate Change Adaptation Actions (CCAA). The CCAA audit is coordinated by two organisations within the International Organisation of Supreme Audit Institutions (INTOSAI), namely the INTOSAI Development Initiative (IDI) and the INTOSAI Working Group on Environmental Auditing (WGEA).

Under the initiative, 48 Supreme Audit Institutions (SAIs) undertook a CCAA audit during 2024 in one of four topic areas – implementing climate change adaptation plans or actions, disaster risk recovery, water resource management, and sea level rise and coastal erosion. Nine SAIs in the Pacific region are taking part in the CCAA project, along with SAIs from Europe, Africa, Asia, the Caribbean, South America and Canada. The IDI and WGEA have supported the SAIs in conducting their audits.

In 2025, after the SAIs have completed and published the results of their audits, a global overview report will be prepared for presentation to international stakeholders and events including the 2025 United Nations Climate Change Conference (COP30) in November 2025. As well, a regional overview report will be prepared about the results of the CCAA audits in the Pacific region.

SAI Fiji, through this performance audit, addresses the fourth theme of the initiative – Implementation of Climate Change Adaptation Plans or Actions, as Fiji has in place a National Adaptation Plan (NAP) since 2018.

The Climate Change Department (CCD), formerly under the Ministry of Finance portfolio, is now a standalone department within the Ministry of Environment and Climate Change. The Department is guided by the Climate Change Policy and developed and published the NAP on behalf of the Fijian Government in 2018.

What we wanted to find out

This performance audit seeks to determine whether the Climate Change Department of the Ministry of Environment and Climate Change have effective processes and procedures in place to plan for and implement or facilitate implementation of actions to adapt to the adverse impacts of climate change, that is consistent with relevant quality framework requirements.

WHAT WE FOUND | WHAT WE CONCLUDED

FINDINGS

PLANNING FOR ADAPTATION ACTIONS

- The elements of the NAP technical guideline were generally followed, with exception noted for stakeholder acceptance.
- Gaps noted with financing, leadership, roles and responsibilities & coordination hinders the successful implementation of the NAP.

QUALITY REVIEW OF NAP

- Following through with the quality review process could not be determined due to non-provision of a quality assurance report as required by the NAP.

IMPLEMENTATION, MONITORING & REPORTING ON NAP

- No specific indicators and measures of success were set; therefore, reporting is limited, which are further hindered by the absence of a monitoring and evaluation system.

CONCLUSION

- Fiji's NAP was assessed as a robust national strategic document because its development was guided by the technical guidelines issued by the UNFCCC and was developed with the assistance of the NAP Global Network and financed by the Government of Canada. The NAP focused on prioritized areas of adaptation in Fiji.
- The institutional legitimacy and technical validity of the NAP could be confirmed due to tangible outputs sighted for each stage of the NAP planning process before the NAP was officially launched at the COP 24. Stakeholder acceptance is also key to any policy decision, however, due to non-provision of sufficient documentation to confirm this acceptance, transparency is compromised.
- Financing and certain areas of governance such as demarcation of roles and responsibilities among government actors, leadership roles of the sectoral actions and horizontal and vertical coordination needed to be improved and strengthened. The gaps identified with these enabling factors need to be thoroughly addressed by the custodian of the NAP, i.e. the Climate Change Department, if the NAP is to be successfully implemented.
- While, the audit could confirm that the development of the NAP met the requirements of international best practices, determining whether processes leading up to the publication of the NAP and the NAP document itself was inclusive, responsive and ensures accountability remains unanswered.
- The issues found through evaluating the process of community relocations and construction of nature-based seawalls, stems from the absence of a clear implementation plan and a system of monitoring and reporting on progress. Without a proper monitoring and reporting system, the effective implementation of planned actions in the NAP is not tracked and informed decisions not made from accurate and reliable evidence.

KEY RECOMMENDATIONS

In updating the NAP, the Ministry of Environment and Climate Change should ensure that proper documentation is maintained for activities carried out at each stage of the NAP process, quality review process is followed through and documented, and implementation, is monitored, evaluated and reported on through proper mechanisms and detailed action plans. Proper maintenance of information will support compliance with the NAP and the transparency of the process.

GOOD PRACTICES DEVELOPED BY THE MINISTRY OF ENVIRONMENT & CLIMATE CHANGE

- ✓ Making reports and outputs from each of the 6 key stages of the NAP process easily accessible to the public.
- ✓ The self-reporting NAP progress review (2022) identified financing and governance issues as barriers in advancing adaptation in Fiji.
- ✓ A monitoring and evaluation framework was launched in 2020. However, the framework only provided the guidance on how a system to comprehensively monitor and evaluate the NAP process should be designed. The development of the monitoring & evaluation system is in progress.

1.0 INTRODUCTION

According to the United Nations, climate change refers to long-term shifts in temperatures and weather patterns with human activities the main drivers of climate change. Consequently, the entire world is facing an unprecedented global climate crisis. Trends presented in a recent report by the National Oceanic and Atmospheric Administration (NOAA) indicated a continuous warming of the planet, therefore, extreme weather events will continue to be witnessed. The International Panel on Climate Change (IPCC) has noted that “The rise in weather and climate extremes has led to some irreversible impacts as natural and human systems are pushed beyond their ability to adapt”.¹

Science based evidence presented by organizations such as the IPCC and NOAA show that immediate actions are needed, not only for immediate emissions reductions to limit global warming, but also actions to reduce climate impacts through building resilience. In response, governments have made commitments at the international, regional and national levels to push further laws and policies in support of actions to address climate change. To meet these commitments, according to Dr. Youssef Nassef, who leads the work of adaptation to climate change under the United Nations Framework Convention on Climate Change (UNFCCC), there is a need for a paradigm shift and re-alignment of policies, and Supreme Audit Institutions (SAIs) are instrumental to catalyse this shift and re-alignment. SAIs have a role to hold governments accountable for effective and efficient implementation of policies and public spending on climate change.² SAIs can also test whether government policies (i.e. economic, political or otherwise) are supportive of a long-term transition towards a sustainable future and ensure intergenerational equity.³ In this regard, the INTOSAI Development Initiative (IDI) and the INTOSAI Working Group on Environmental Auditing (WGEA), have agreed to cooperate in order to facilitate this global initiative in auditing climate change actions.

As indicated in Fiji’s recent formalized National Development Plan 2025 – 2029 and vision 2050, the country is highly exposed and vulnerable to the impacts of climate change. Therefore, climate change, amongst other priorities, have been mainstreamed across the various sectors of the economy. For SAI Fiji, participating in this global audit is a timely initiative.

Countries have two main ways to respond to climate change risks, and they are through mitigation and adaptation actions. Climate change mitigation covers the efforts to reduce or prevent the emission of greenhouse gases⁴, whereas climate change adaptation is the process of developing adaptation solutions and implement actions to respond to current and future climate change impacts⁵. This cooperative audit is a global initiative focused on the latter, following a global survey carried out by INTOSAI Working Group on Environmental Auditing (WGEA) in 2021 which showed that Climate Change Adaptation was highly ranked as one of the environmental topics for SAIs to audit.

Adaptation work is equally important to mitigation strategies because there would still be impacts of climate change that may not be reduced through mitigation strategies. Through this global audit initiative, SAIs could provide a relevant audit response by examining the government’s efforts to adapt to climate change. The audit should also address whether climate change adaptation actions

¹ IDI Global Cooperative Audit of Climate Change Adaptation Actions (2023)

² IDI Global Cooperative Audit of Climate Change Adaptation Actions (2023)

³ Dr. Youssef Nassef, Director Adaptation, UNFCCC, at the launch of CCAA.

⁴ IDI Global Cooperative Audit of Climate Change Adaptation Actions (2023)

⁵ unfccc.int/topics/adaptation-and-resilience/the-big-picture/introduction#National-Adaptation-Plans

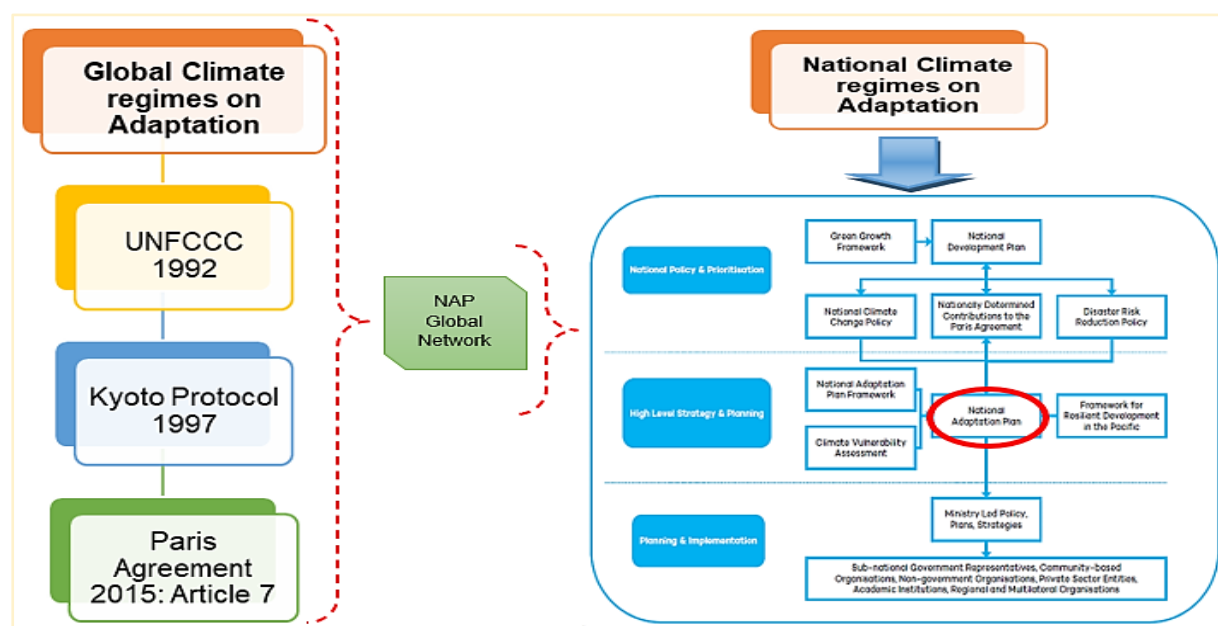
are responsive to all hazards, risks, vulnerabilities and impacts of climate change to ensure effectiveness of responses.

Based on conversations and research within the SAI community, the IDI and WGEA have identified five thematic areas related to climate change adaptation actions which participating SAIs can choose to focus on. These thematic areas include: (1) Disaster Risk Reduction; (2) Water Resource Management; (3) Sea Level Rise and Coastal Erosion; (4) Implementation of Climate Change Adaptation Plans or Actions; (5) Implementation of National Adaptation Targets linked to Sustainable Development Goal (SDG) 13 targets on Climate Change Adaptation.

This audit is regarded as a performance audit under the International Standards for Supreme Audit Institutions (ISSAIs) and addresses thematic area 4 of the initiative – Implementation of Climate Change Adaptation Plans or Actions.

While efforts to adapt to climate change in Fiji were ongoing for some time, they gained greater impetus following the National Adaptation Plan (NAP) process under the United Nations Framework Convention on Climate Change (UNFCCC) of 1992 and other global commitments. Translation of Fiji's international commitments on adaptation to national strategies and plans are summarized in **Figure 1.1**.

Figure 1.1: Global climate regimes on adaptation translated to Fiji's National Climate regimes on Adaptation



Source: IDI Global Cooperative Audit of Climate Change Adaptation Actions (2023) & Fiji National Adaptation Plan 2018

By ratifying the Paris Agreement in 2015, Fiji is committed to comprehensively address climate change risks through the implementation of its National Adaptation Plan (NAP). Fiji published its first ever National Adaptation Plan in 2018 through the United States In-Country National Adaptation Plan (NAP) Support Program in Fiji, which is implemented by the Institutional Institute for Sustainable Development (IISD), host to the NAP Global Network Secretariat.

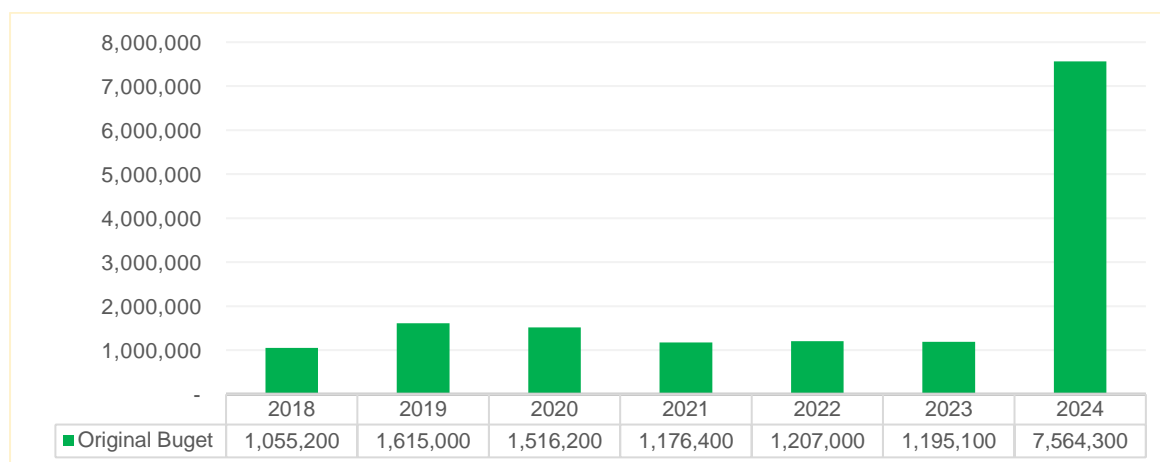
The National Adaptation Plan is central to the implementation of national climate regimes on adaptation as it operationalizes the proposed actions within existing policies, frameworks and plans which guide development planning.

The Ministry of Environment and Climate Change is the main stakeholder in this audit. The Climate Change Arm of the Ministry originated as a one staff unit under the Department of Environment in 2009. It later moved to Ministry of Foreign Affairs where it remained during the ratification of the Paris Agreement. Following Fiji's COP23 presidency in 2017, and in line with the long-term goals of the Paris Agreement (mitigation, adaptation and mobilising means of implementation), the Climate Change Unit of Foreign Affairs was restructured to become the Climate Change and International Cooperation Division (CCICD) of the then Ministry of Economy (MoE) from end of 2017 to early 2018. The restructure also allowed the government funding of the mitigation, adaptation and climate finance teams within the Division. The CCICD remained with the MoE from 2018, until it transitioned over to the Office of the Prime Minister as a Climate Change Department in 2022. Towards the end of 2023 to early 2024, the MECC moved to its current establishment under the Ministry of Environment and Climate Change.⁶

The Climate Change Department of the MECC is guided by the National Climate Change Policy (NCCP) and is responsible for addressing climate change policy issues in Fiji.⁷

The agency responsible for climate change was allocated budget totalling \$15.3 million for the past 7 years (from period ending 2018 to 2024) by the Fijian Government. **Figure 1.2** below illustrates the breakdown for each year. According to the budget estimates for the period ending 2024, the allocations are to enable the Fijian Government to coordinate climate-informed development planning, including the coordination of climate finance and development cooperation, through the agency responsible for climate change.

Figure 1.2: Budget Estimate allocated to Agency responsible for Climate Change



Source: Fiji Government budget estimates for the period ending 2018 – 2024.

The Climate Change Department comprises different climate change work streams – which include the Adaptation section; Mitigation work stream; Oceans section; Finance work stream; and the Programme Development Unit (PDU).⁸

The Adaptation Section of the Department is the focus work stream for this audit, and it is responsible for: (1) Coordinating Fiji's National Adaptation Plan (NAP); (2) Coordinating Climate Induced Human Mobility in Fiji; (3) Adaptation Fund Focal Point; and (4) Key facilitator of ecosystem-based adaptation.⁹

⁷ Fiji Climate Change Portal: fijiclimatchangeportal.gov.fj/about-MECC/about-adaptation/

⁸ Management comments dated 16/05/25.

⁹ Management comments dated 16/05/25.

This performance audit is based on fit for purpose evaluation with the aim of examining Fiji's National Adaptation Plan or actions. The audit focussed on the planning process and how the National Adaptation Plan was developed. This stemmed from the idea that adaptation should be planned aptly, to avoid maladaptation that could lock-in unfavourable development for a long time. This part of the audit also involved verifying the quality of the plan documents, including whether the plan was inclusive, well-resourced and had mechanisms ingrained in it to ensure accountability. On the other hand, progressed of planned actions we evaluated by focusing on how effective actions were in responding to the most common climate hazard in Fiji which had been identified as sea level rise and flooding. This assessment looked at impacts of sea level rise and flooding on the human settlement sectoral priorities in Fiji.¹⁰

¹⁰ Other sectoral priorities in Fiji included Food and Nutrition Security, Health, Infrastructure and Biodiversity and the Natural Environment.

2.0 ABOUT THIS AUDIT

2.1 Audit objective and audit questions

The objective of this audit was to determine whether the Climate Change Department (CCD) in the Ministry of Environment and Climate Change (MECC) have effective processes and procedures to plan for and implement or facilitate implementation of actions to adapt to the adverse impacts of climate change, that is consistent with relevant quality framework requirements.

To address the objective, the audit sought to answer the following questions:

- Does the MECC have clear processes and procedures to plan response actions to adapt to the adverse impacts of climate change? Does the plan properly address governance, financing and policy issues?
- Does the MECC have effective processes to review the quality of the national climate change adaptation plan to ensure it meets the requirements of international commitments, comprising of inclusivity, responsiveness and accountability?
- Has the MECC effectively implemented, monitored and reported on how successful the actions were in adapting to climate change risks, focusing on impacts of rise in sea level and flooding on human settlement, as one of the sectoral components outlined in the national climate change adaptation plan?

2.2 Audit scope

2.2.1 *Subject Matter of the Audit*

The audit focussed on the processes used by the MECC in developing plans and actions for responding to adverse impacts of climate change and whether the strategies and plans were consistent with relevant quality framework requirements. Issues covered included:

- Planning and quality review processes are implemented in substandard levels;
- Key enabling factors such as governance, policies and funding are lacking resulting in implementation being compromised;
- Implementation of actions does not achieve its intended objectives; and
- Monitoring and reporting by the responsible entity is not effectively carried out.

To test the success of the planned strategies, audit focussed on the planned actions for adapting to the adverse impacts of climate change on human settlements arising from rise in sea level and flooding.

2.2.2 *Key Stakeholders*

The main audited entity is the Climate Change Department under the Ministry of Environment and Climate Change because of its role in providing advice to Government on matters relating to climate change including during the UNFCCC process and draw on expertise within key government departments.

Implementing agencies of the NAP were not included in the audit as the scope was limited to the role and responsibilities of the MECC in developing the NAP, implementing quality review processes and monitoring, evaluating and reporting on the progress of implementation.

2.2.3 Target Location

Available information on the level of implementation is incomplete due to minimal monitoring and reporting being done.¹¹ Therefore, the audit resolved to evaluate progress in the Central, Western and Northern Divisions, where nature-based seawalls and relocations were being carried out. These communities were selected from the Geographic Information System (GIS) portal accessed during the audit.

2.2.4 Period of Audit

The audit covered the financial years ending 2018 to 2024. The period aligns to the initial adoption of the National Adaptation Planning (NAP) Process and creation of the NAP Framework. The period covered also allowed the audit to evaluate the progress of strategies set out in the National Adaptation Plan since its establishment in 2018.

The audit centred around the fourth thematic area that focussed on the planned adaptation actions relating to sea-level rise and flooding and then where feasible, evaluating the progress of implementing the planned adaptation strategies.

2.3 Audit methods and evidence

To answer the audit questions, we examined the National Adaptation Planning process for the development, implementation (where feasible), monitoring and reporting of the NAP.

Audit techniques used for gathering audit evidence included the following:

- i. Interviews were carried out with personnel from the Ministry of Environment and Climate Change.
- ii. Documentary review of legislation, policies, development plans, strategic plans, operational plans, monitoring reports, media articles, meeting signup sheets, meeting minutes.
- iii. Observation / inspections through site visits.

¹¹ NAP Progress Report 2022.

3.0 NATIONAL ADAPTATION PLANNING

This chapter reviews the National Adaptation Planning process and whether it was effectively implemented by the Climate Change Department. It also examines how well the MECC have established the enabling environments/frameworks critical to the successful implementation of Fiji's National Adaptation Plan.

3.1 Implementation of the National Adaptation Planning process, ensuring institutional legitimacy, technical validity and stakeholder acceptance

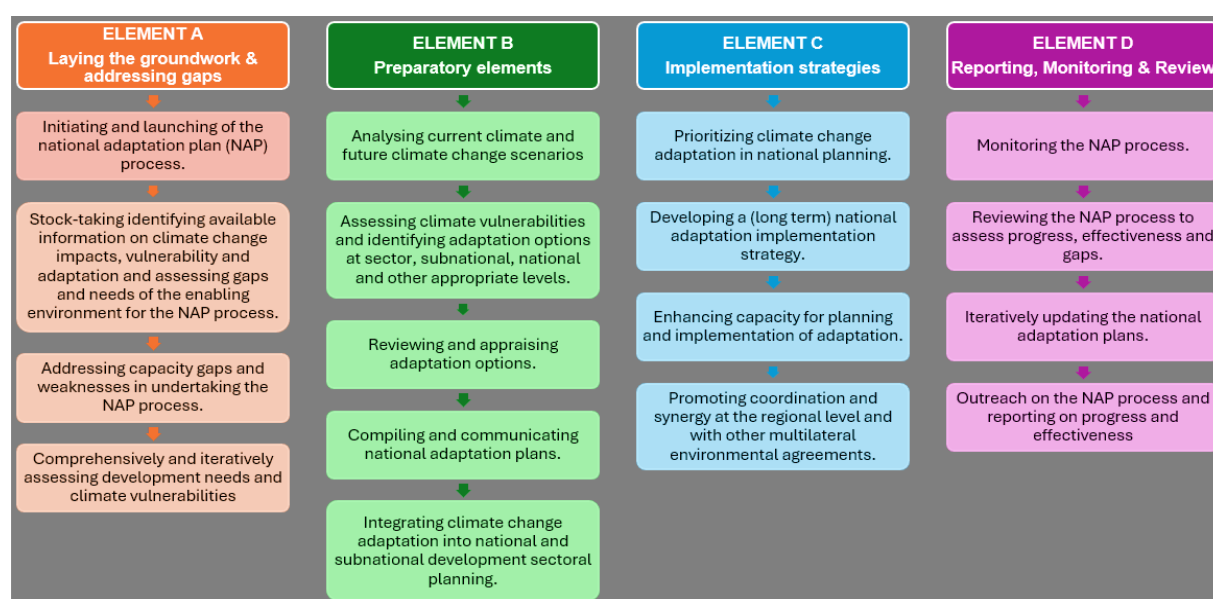
Fiji's NAP was assessed as a robust national strategic document because its development was guided by the technical guidelines issued by the UNFCCC and was developed with the assistance of the NAP Global Framework and financed by the Government of Canada. The NAP focused on prioritized areas of adaptation in Fiji. However, exceptions were noted with stakeholder acceptance as there was no documentary evidence to support this. Record keeping and information maintenance is an ongoing issue for the Climate Change Department.

The initial guideline adopted at the Conference of Parties (COP) 17 (Decision 5/CP.17, paragraph 6) and the technical guidelines released by the Least Developed Country (LDC) Expert Group, the UNFCCC body tasked with providing support to LDC's in the NAP process, indicated the following activities that can be undertaken in the development of NAP's, depending on national circumstances:

1. Laying the groundwork and addressing gaps.
2. Preparatory elements.
3. Implementation strategies.
4. Reporting, monitoring and review.

As a means of providing further guidance to countries when developing its NAP, the technical guidelines included key steps for each of the above listed activities. They are presented in **Figure 3.1** below. Elements A, B and the first two steps under element C are covered in this section of the report.

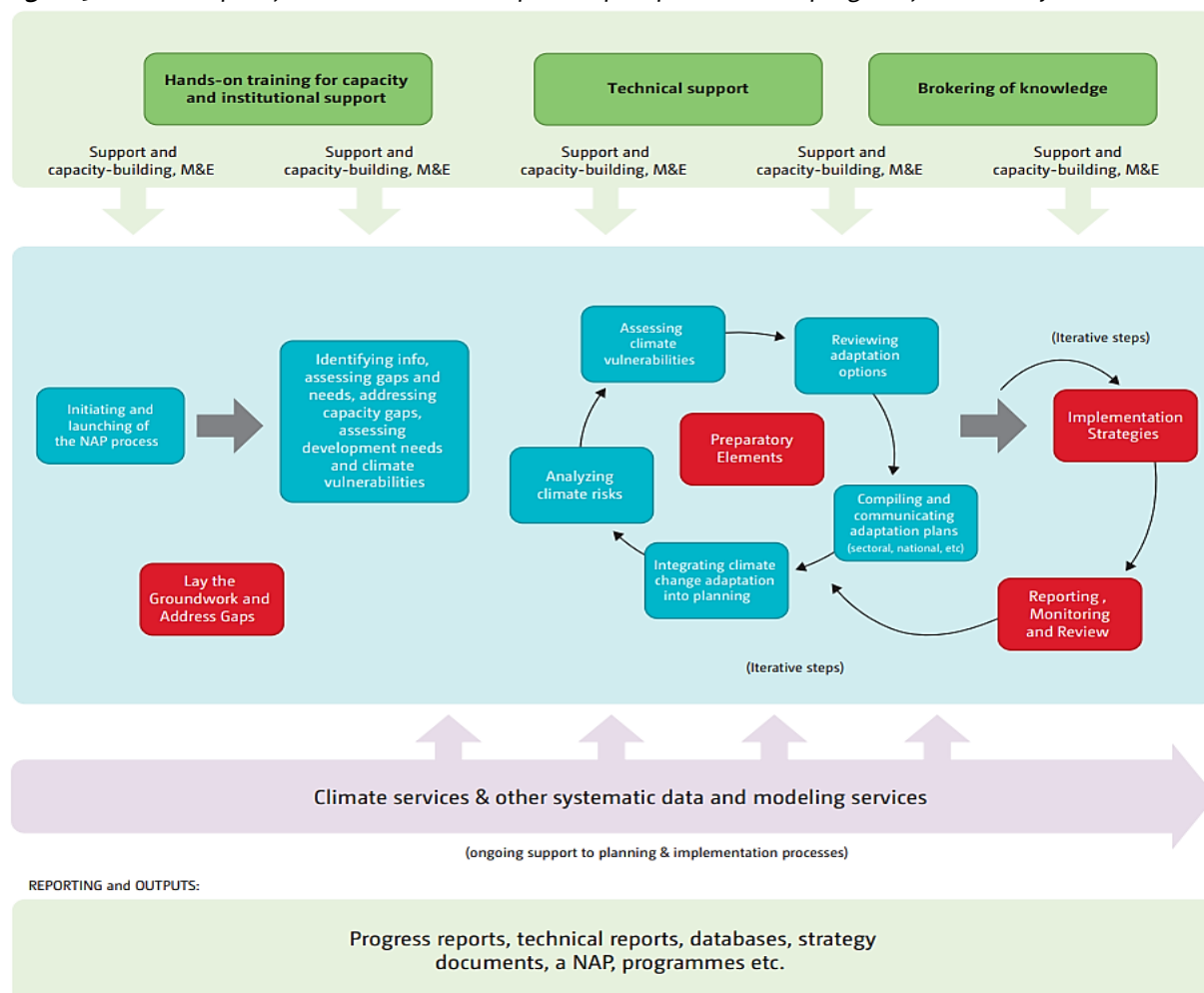
Figure 3.1: Elements and key steps from technical guidelines released by LDC Expert Group



Source: Technical Guideline released by LDC Expert Group

The booklet published by the LDC Expert Group in 2012 titled “The national Adaptation Plan Process – A brief overview” provided an example of how the elements and key steps in the initial guideline and technical guideline could progress for a country. Refer **Figure 3.2**.

Figure 3.2: An example of how the national adaptation plan process could progress for a country



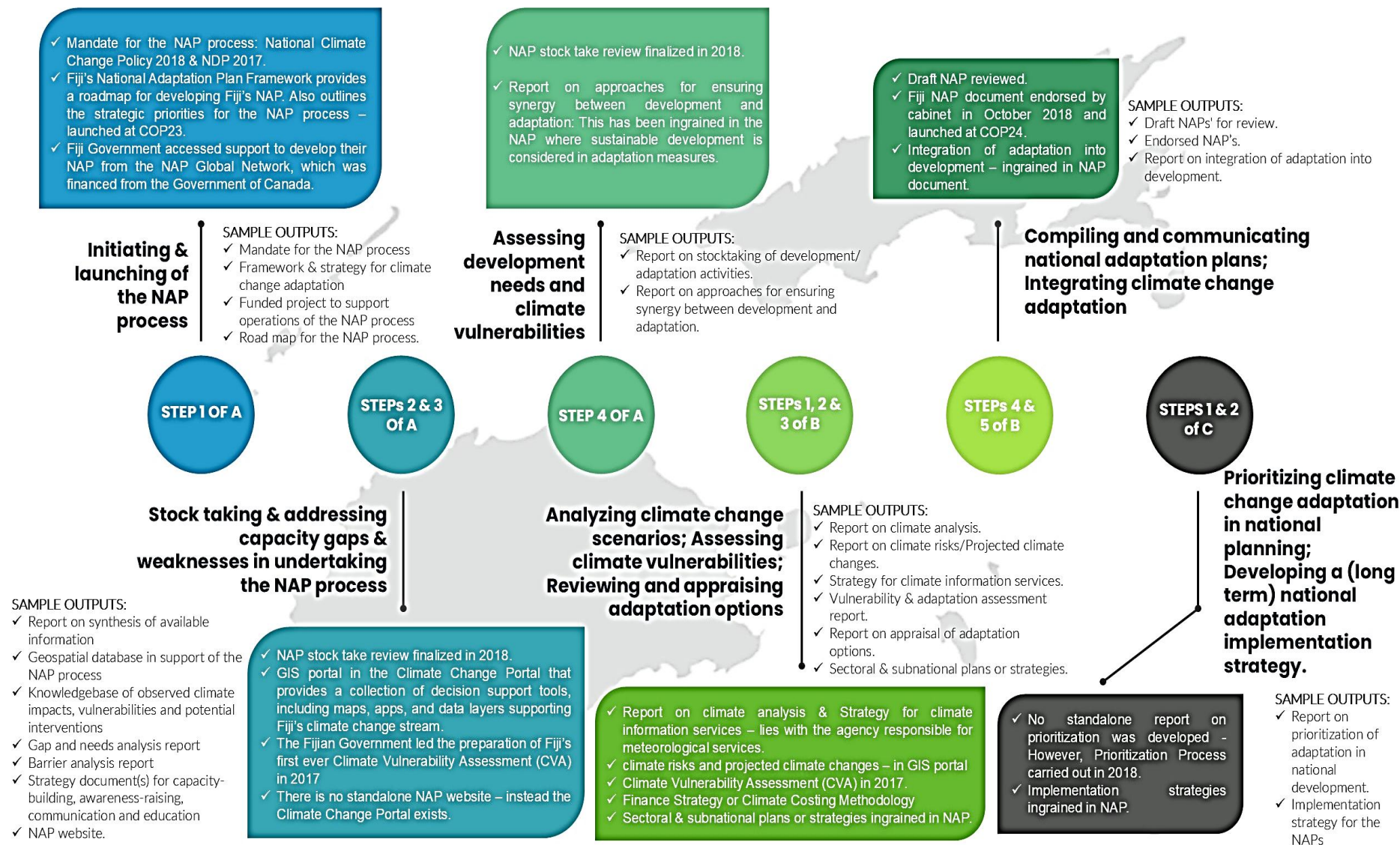
Source: The National Adaptation Plan Process – A Brief Overview (LDC Expert Group December 2012)

The NAP process brief overview further stipulated that the guidelines for the NAP process are to assist LDC's and other developing countries to undertake the steps and activities that can ensure effective adaptation. Based on their different levels of progress with adaptation thus far, countries are able to select which steps and activities to be undertaken in order to move forward.¹²

Complementing the key guiding steps, the LDC Expert Group provided further direction for the NAP process. These included guidance through provision of key questions, indicative activities, list of building blocks and sample outputs under each of the four elements and steps of the NAP process. Those related to this section of the report are tabulated below (i.e. Elements A, B and first two steps under element C). **Appendix 1** provides the details.

The suggested requirements provided by the LDC Expert Group provided more clarity on the expectations of the NAP process, in particular, the outputs at each suggested stage of the process which audit could use to form a basis for assessments on - in view of the National context. The result of the assessment is summarized in **Figure 3.3**.

¹² The national Adaptation Plan Process – A brief overview, LDC Expert Group December 2012.

Figure 3.3: Result of assessing implementation of the NAP process against UNFCCC technical guidelines

From the review of Fiji's NAP process against the UNFCCC technical guidelines, it was noted that all the relevant components were adopted and implemented as suggested by the guide.

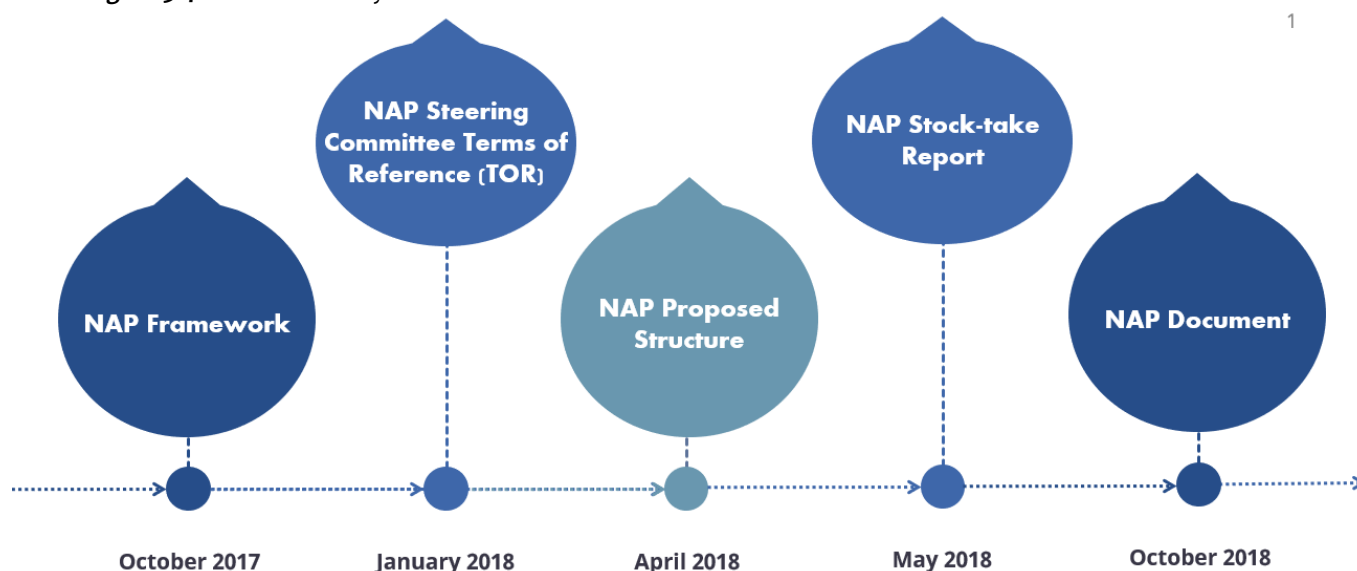
Following the assessment against the best practice technical guidelines, audit assessed the outputs of Fiji's NAP process as outlined in the NAP document.

The NAP highlighted the following processes that were involved in its finalization:

1. Development of a NAP framework to capture the values which stakeholders felt were required to be evident within the development process and final NAP document.
2. Creation of a government NAP steering committee to support an inter-ministerial approach to developing the NAP to ensure institutional legitimacy.
3. Formulation of the NAP proposed structure to facilitate discussions among stakeholders and the steering committee and ensure buy-in for the overall direction for the development of the NAP.
4. Undertaking of a stock take process as part of a comprehensive analysis of national level policies, frameworks and plans to support policy cohesion.
5. Undertaking of prioritisation process to decide upon the most important actions to include in the NAP, which involved new ways of working, such as the application of multi-criteria analysis.
6. Undertaking of an extensive review process involving a large inclusive multi-stakeholder National Consultation Workshop which also included sub-national Government representatives from around the country; as well as an independent expert review by international organizations and industry experts and specialists (including those focusing on gender issues).
7. Formulation of a quality assurance report for the Cabinet to demonstrate that the NAP was compliant with the NAP framework.

Except for the 7th process, the outputs from each of the six NAP processes indicated above were sighted and reviewed. The outputs and timelines of their publications are noted in **Figure 3.4** below.

Figure 3.4: NAP Process key milestones



Source: Documents available on Climate Change portal, and some provided by CCD.

The Climate Change Department declared that by the time Fiji prepared its NAP, only 13 other countries that were signatories to the Paris Agreement, had developed a NAP. In addition to the

guidance provided by the UNFCCC and its relevant bodies, NAPs for a few countries were used to benchmark best practices in developing Fiji's NAP, however being aware that no one size fits all. Some existing NAPs reviewed included those of Brazil (2016), Togo (2017) and Saint Lucia (2018). In addition, the Fiji Government had secured technical support from the NAP Global Network of an embedded NAP advisor.

Developing Fiji's NAP was achieved over the course of 18 months commencing in May 2017 and concluding in November 2018.

Improvements in the areas of documentation and record keeping should, however, be considered by the MECC. The MECC could not provide progress reports of activities carried out at each stage of the NAP process including meeting minutes of the various stakeholders, and steering committee/expert group meetings. Therefore, the concept of stakeholder acceptance as indicated in the NAP, could not be determined.

The current staff of the CCD were not present during the consultation period in 2017 – 2018, thus the inability to provide evidentiary support for the purpose of confirming stakeholder acceptance. The lack of documentation to confirm stakeholder acceptance compromised transparency as it limits the work carried out by independent reviewers.

The Ministry acknowledged that this was partly due to staff transitions and the shuffling of files during the Ministry's physical relocation from the Ministry of Economy to the new premises. The Ministry takes note of this and is working to improve documentation and filing practices.¹³

The CCD should be acknowledged for making reports and outputs from each of the 6 key stages of the NAP process easily accessible to the public.

Recommendation

The Ministry of Environment and Climate Change should strengthen its records management to ensure proper maintenance of information that will support compliance with the NAP and transparency of the process.

3.2 Enabling activities & approaches for NAP Implementation

Governance, policies and financing are key to the successful implementation of the NAP. Relevant policies, frameworks and plans were mapped out and deconstructed and imposed onto the NAP structure. Moreover, the mandate of the NAP is clear and sets the platform for an appropriate governance structure.

The NAP progress report 2022, initiated by the Climate Change Department revealed that financing and demarcation of roles and responsibilities were areas that were lacking. While mechanisms for coordination, both vertical and horizontal, were established, consistent engagement needed to be strengthened. The gaps identified with these enabling factors are barriers to implementation. For planned actions to be successfully implemented, they need to be well financed, coordinated with roles and responsibilities demarcated to avoid overlapping and gaps.

The publication of the NAP framework, another important step in Fiji's process to developing the NAP was the preparation of a "NAP catalogue" – which was a cross-referencing system for national-level

¹³ Management comments dated 16/05/25.

climate adaptation actions. The NAP catalogue analysed existing national policies, frameworks, and plans relevant to climate adaptation planning to provide coherence and coordination to Fiji's adaptation action.

Fiji's National Adaptation Plan 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 steer the national process over the long term. It further proposes some initial efforts to progress the NAP processes.¹⁴

Any resource mobilization strategy should consider the different needs associated with financing incremental and transformational adaptation efforts. Finally, the resource mobilization 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 included the allowance by the Green Climate Fund to support the development of the NAP, and the Environment and Climate Adaptation Fund created through the Environmental Levy (Budget Amendment) Bill 2017.¹⁵

3.2.1 Governance

The legal and regulatory framework, government structures and coordination were key components examined under the Governance Framework.

3.2.1.1 Legal and regulatory framework



A. NAP Mandate

Mandate for the NAP process is provided through the National Climate Change Policy 2018 and the National Development Plan 2017.

The National Climate Change Policy 2018 explicitly referenced the NAP and identified as the process that:

1. Built on Fiji's existing adaptation activities.
2. Integrated climate change into every aspect of national decision-making.
3. Fulfilled Fiji's commitment to the UNFCCC and operationalised the revised National Climate Change Policy at all levels.

The NDP 2017 also provided a few goals, priorities and strategies which served as a mandate for the NAP such as:

- Incorporating adaptation into town planning schemes.
- Building partnerships between communities, private sectors and municipal councils to address climate change.
- Establishing a National Platform where stakeholders can interact and better coordinate resources.

¹⁴ Fiji National Adaptation Framework 2017

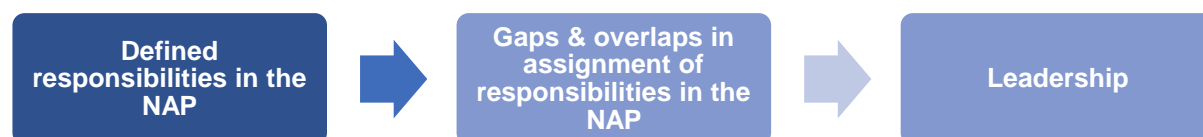
¹⁵ Fiji National Adaptation Framework 2017

B. Mainstreaming

Analysis of the above NAP mandate noted that there were specific provisions that enabled climate change adaptation considerations in relevant planning instruments for sectors that were closely linked to climate change adaptation work. Preliminary works for mainstreaming were carried out through a stock taking exercise.

The NAP progress report 2022¹⁶, noted that this enabling factor was progressing well in terms of the NAP implementation.

3.2.1.2 Government Structures



A. Defined responsibilities in the NAP

A review of the NAP document noted that adaptation activities were not assigned to entities in terms of leading, coordinating, implementing and monitoring these activities. The adaptation measures were presented against time scales and linkages to strategic policies and relevant development planning documents. The following is an example of how adaptation measures in response to impacts of sea level rise and flooding on human settlement were presented in the NAP.

Table 3.1: Example of Action No. 14.1 & 14.10 as presented in NAP

No.	Action	Time Scale	Linkages
14.1	Scale up efforts to strengthen coastal boundaries of urban centres and rural communities through hybrid or nature-based solutions to risk reduction purposes and to slow the need to relocate communities and infrastructure.	Within 5 years	NDP
14.10	Develop a national-level system strategy which can identify and prioritize communities for relocation based upon vulnerability maps, guide subsequent relocation efforts, identify and fulfil capacity building needs of communities once relocated, as well as incentivise and fund relocation of communities.	Within 5 years	GGF, NDP, DRRP, FRDP

Source: Fiji National Adaptation Plan

Limitations in demarcating the roles and responsibilities in the NAP, have been exacerbated by the absence of a detailed implementation plan, as noted in the NAP progress report 2022¹⁷. The MECC indicated that the NAP was developed more broadly to basically flag the priority areas across sectors and noted that this can be improved in the NAP 2.0.¹⁸

Due to the above findings, audit requested the MECC to map out the specific actions in the NAP that address sea level rise and flooding from sectors in terms of the following:

¹⁶ Provided to audit on 06 August 2024

¹⁷ Provided to audit on 06 August 2024.

¹⁸ Management comments dated 16/05/25.

- Entity responsible for implementing the action plan – including other stakeholders involved.
- Reporting arrangement – including who is responsible for reporting back to the MECC on the level of implementation.
- Financing available for the execution – including international financial arrangements and how are these finances transmitted over to help in implementation and whether these have come through the MECC.
- Actual financial expended since the introduction of the adaptation plan.

The information requested was provided for audit in a spreadsheet¹⁹, capturing the entities responsible for implementation and the reporting arrangements for each NAP action item that address sea level rise and flooding. Provision of information relating to financing was not facilitated by the Climate Change Department.

B. Gaps and overlaps in assignment of responsibilities in the NAP

Audit was not able to assess if there were gaps and overlaps in the assignment of responsibilities in the NAP due to the absence of defined roles and responsibilities in the document. *The MECC agreed and noted that this can be improved in the NAP 2.0.*²⁰

Alternatively, there were no gaps identified from a review of the spreadsheet²¹ provided by the MECC. However, some adaptation actions were addressed by multiple agencies without specifying the roles and responsibilities of each agency in relation to the implementation of the adaptation action. Refer **Table 3.2** for examples.

Table 3.2: Example of multiple actors addressing an adaptation action

Action Item	Adaptation “sectoral components” and “actions”	Implementing agency and stakeholders
14.1	Scale up efforts to strengthen coastal boundaries of urban centres and rural communities through hybrid or nature-based solutions to risk reduction purposes and to slow the need to relocate communities and infrastructure.	Ministry of Agriculture and Waterways. Ministry of Local Government and Town and Country Planning.
14.10	Develop a national-level system strategy which can identify and prioritize communities for relocation based upon vulnerability maps, guide subsequent relocation efforts, identify and fulfil capacity building needs of communities once relocated, as well as incentivise and fund relocation of communities.	Ministry of Rural and Maritime Development and Disaster Management. Ministry of Environment and Climate Change.

Source: Spreadsheet on sectoral components provided by the MECC

The MECC noted that sea-level rise and flooding are addressed by various agencies as it involves a suite of interventions that crosses several mandates.²² For example, the Ministry of Waterways holds primary mandate for government funded coastal and riverine protection, while the Ministry of Finance and

¹⁹ Provided to audit on 19 August 2024.

²⁰ Management comments dated 16/05/25.

²¹ Provided to audit on 19 August 2024.

²² Management comments dated 16/05/25.

Ministry of Rural and Maritime Development and Disaster Management can also receive financial or technical support for flood mitigation initiatives, as part of development or disaster resilience projects funded by partners.²³ The MECC further indicated that given the diverse and cross cutting nature of the interventions, different funders and partners may implement projects directly with communities while coordinating through the established government channels to ensure alignment with national priorities.²⁴

While the clarifications made by the MECC is acknowledged, the audit supports the recommendations of the NAP progress report 2022²⁵ in that efficiency and accountability could be improved through clearer demarcation of roles and responsibilities among government actors.

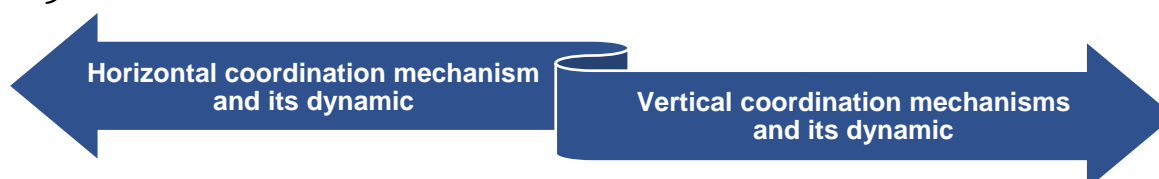
The MECC indicated²⁶ that the demarcation of roles and responsibilities can be outlined in the detailed implementation plan which would be helpful, as the new format for the upcoming NAP 2.0 or as a supplement to the NAP 2.0. The MECC explained²⁷ that this could help streamline the current NAP into a more actionable framework.

C. Leadership

There is no clear leadership of the sectoral actions in the NAP, as it is a cross-sectoral plan, and no single agency or individual is directly accountable.²⁸

This could be a risk to the overall success of the NAP, as having multiple stakeholders without clear responsibility could lead to fragmented implementation and lack of coordination.

3.2.1.3 Coordination



A. Horizontal coordination mechanism and its dynamic

The NAP progress report 2022²⁹, noted that this enabling factor was progressing well as it saw the re-establishment of the NAP Steering Committee that worked with the then CCD in managing the review of the NAP implementation from June 2022 to March 2023. Nonetheless, the report recommended that the NAP Steering Committee needed to be strengthened.

The NAP Steering Committee was instrumental in the development of the NAP in 2018. Following the development of the NAP, the committee became inactive.

The recent Climate Change Act 2021 legally establishes the NAP Steering Committee as the technical advisory body for overseeing the national adaptation planning, the implementation of adaptation

²³ Management comments dated 16/05/25.

²⁴ Management comments dated 16/05/25.

²⁵ Provided to audit on 06 August 2024.

²⁶ Management comments dated 16/05/25.

²⁷ Management comments dated 16/05/25.

²⁸ Interview on 06 August 2024.

²⁹ Provided to audit on 06 August 2024.

activities and the monitoring and evaluation of national adaptation progress. The functions and responsibilities of the committee includes:

1. Development, review and update of National Adaptation Plans.
2. Responding to National Climate Change Coordination Committee directives and requests.
3. Public Consultation.
4. Access to and consideration of technical input.
5. Enlisting expertise, inviting external participation, and the formation of technical working groups.

According to its Terms of Reference (ToR), the NAP steering committee will be chaired by the Climate Change Director and committee membership comprise of senior/director level representatives of government ministries. Committee members will be appointed by the Permanent Secretaries of government ministries serving as members of the National Climate Change Coordination Committee.

B. Vertical coordination mechanism and its dynamic

There are focal officers within each Ministry and Department to champion climate change issues. According to the ToR, the members of the NAP Steering Committee will be supported by the focal officers of each Ministry. Like the NAP Steering Committee, these focal officers were not consistently engaging.

The appointment of focal officers is mandated under Section 13(1) of the Climate Change Act 2021. Refer **Table 3.3** for list of focal officers nominated by Ministries.

Table 3.3: List of Focal Officer(s) nominated by Ministries

Name of Ministry	Designation
Ministry of Trade	Senior Business Advisor Officer
	Economic Planning Officer
Ministry of Finance	Principal policy and Planning Analyst
Ministry of Employment	Senior Tech Officer
Ministry of Foreign Affairs	Director
	Principal Foreign Services Officer
Ministry of Local Government	Director
Ministry of Agriculture	Director LRPD
Ministry of Works	Principal Biofuel Engineer
Ministry of Forestry	Director Forestry West
Ministry of Lands	Manager Geological Survey
Ministry of Housing	Project Manager
Ministry of i-Taukei Affairs	Senior Research Officer
Ministry of Health	Environment Officer
Ministry of Education	Planning Officer
Ministry of Women, Children and Social Protection	Women Interest Assistant
Ministry of Home Affairs	Principal Admin. Monitoring & Evaluation Officer, Defence
Ministry of Tourism and Civil Aviation	Director of Tourism
Office of the Prime Minister	Marked out department of policy head.
Ministry of Rural and Maritime Development, Disaster Management	Pending appointment
Ministry of Multiethnic Affairs and Sugar	Senior Policy Analyst
Ministry of Civil Service	-

Source: Ministry of Environment and Climate Change

The NAP progress report 2022³⁰ noted that engagements between the Climate Change Department and these representatives need to be improved.

³⁰ Provided to audit on 06 August 2024.

The MECC stated³¹ that the high staff turnover across government ministries and departments should be noted. The MECC further explained³² that during the development of the NAP progress report 2022, it was observed that several key interviewees were relatively new to their roles and had not participated in the original NAP consultations. As a result, many were not familiar with the NAP discussions or the document itself.³³ This presented a challenge for continuity and institutional memory in implementing and tracking progress on adaptation priorities.³⁴

3.2.2 Policies

A stocktake process was undertaken in May 2018, whereby relevant policies, frameworks, and plans were identified and the actions within them deconstructed into a database.³⁵ The deconstructed actions proposed many relevant climate resilient development planning actions.³⁶ Refer below table for overview of documents used for the stocktake process.

Table 3.4: Overview of documents use for the stocktake process

Document Names	Description	Year	Status	Actions
National Development Plan (NDP)	Some effort towards integrating climate change issues.	2017	Endorsed	99
Green Growth Framework (GGF)	Of importance due to its focus on accelerating integrated and inclusive sustainable development.	2014	Endorsed	92
National Climate Change Policy (NCCP)	Proposed several strategic actions relevant to the structure of the NAP.	2012	Endorsed	110
Climate Vulnerability Assessment (CVA)	Represents a multi-sectoral analysis of Fiji's vulnerability to natural hazards and climate change, quantifying and enhancing understanding of climate and disaster vulnerabilities that threaten Fiji's Development Plans and objectives.	2017	Endorsed	131
CCHSAP	Builds resilience to the health impacts of climate change through an adaptive and sustainable health system.	2016	Endorsed	40
FRDP	An important voluntary action plan which guides efforts for building resilience to climate change and disasters in the Pacific.	2016	Approved	52
DRRP	Was integrated to ensure the NAP incorporated relevant and emerging government policy.	2018	Unendorsed	77
NCCAS	This obsolete document was an early effort at operationalizing the original	No date	Unendorsed	223

³¹ Management comments dated 16/05/25.

³² Management comments dated 16/05/25.

³³ Management comments dated 16/05/25.

³⁴ Management comments dated 16/05/25.

³⁵ Fiji National Adaptation Plan 2018.

³⁶ Fiji National Adaptation Plan 2018.

Document Names	Description	Year	Status	Actions
	NCCP, but which was ultimately never implemented nor endorsed by Cabinet.			
Other	Proposed actions from relevant reports and academic studies were also integrated into the stock-take process.	Various	Unendorsed	55
				879

Following the stocktake exercise, the next critical component of developing the NAP was the prioritization process. This involved the selection of actions that were identified through the stocktake exercise. The prioritization process utilized a multi-criteria analysis (MCA) as the decision-making support tool. The criteria for selecting the chosen action were:³⁷

- Avoid creating parallel processes by integrating environmental and climate risk into existing development planning processes.
- Tackle structural causes of vulnerability and not its symptoms.
- At least partially adopt ecosystem-based adaptation principles when applicable.
- Promote pro-poor outcomes, including gender responsiveness within development planning processes.
- Acknowledge the role of the private sector and attempt to leverage support.
- Promote use of both traditional and scientific knowledge when applicable.
- Promote inclusive and collaborative processes and coordination among stakeholders.
- Support robust decision-making processes across range of climate scenarios.
- Manage environmental, societal, and economic trade-offs.
- Tackle known adaptation barriers or vulnerability to environmental and climate hazards and risks.

The actions selected through the prioritization process formed the substantive content of the final NAP document.

3.2.3 Public Funding

The NAP progress report 2022³⁸ noted that financing was a major hinderance to implementation. The same sentiments were raised by the Ministry during the audit.³⁹

Governance frameworks, policies and financing are fundamental enabling factors for the implementation of the NAP action plans, without which, failure is inevitable. The audit noted that the Ministry, through their self-reporting review, has identified these gaps and are currently working to narrow the gaps in the updated NAP.

The Ministry acknowledged the audit findings and reiterated the critical role of line ministries and sectors in executing the priorities outlined in the NAP. The Ministry noted that the audit recommendations can inform the development of NAP 2.0 and in consultation with stakeholders, the next NAP should identify sectoral and sub-sectoral leads for each adaptation priority. A complementary NAP Implementation Plan

³⁷ Concept note accompanying the minute from the then Climate Change & International Cooperation Division dated 11/06/2018 to the then Permanent Secretary for Economy, to endorse the memorandum requesting ministries to prioritize the list of actions to be included in Fiji's National Adaptation Plan.

³⁸ Provided to audit on 06 August 2024.

³⁹ Interview on 06 August 2024.

can be another avenue to support operational clarity and financial alignment, especially in tracking actions spanning multiple sectors as actions within the current NAP are inherently cross-cutting.⁴⁰

For example, the action area on "Climate Information Services and Management" involves the Fiji Meteorological Service (FMS) for climate forecasting, the Mineral Resources Department (MRD) for seismic monitoring, and the National Disaster Risk Management Office (NDRMO) for public warnings and emergency coordination. Each agency has its own mandate and budget, which in the absence of a NAP stock take or monitoring tools, can complicate monitoring and evaluation. The success of adaptation depends on joint efforts and resource pooling.⁴¹

To further illustrate this action area, a core priority under the 'Climate Information Services and Management' goal is to strengthen data collection, analysis and dissemination for early warning systems which require institutional capacity building within FMS, MRD, NDMO, the Fiji Roads Authority, and the Department of Waterways. It also includes enhancing communication systems to ensure timely dissemination of warnings to vulnerable communities. Each of these agencies already maintains sector-level coordination mechanisms that provide a foundation for more integrated planning and implementation under NAP 2.0.⁴²

In flagging these priority areas through the NAP, the MECC helps to unlock climate finance support for implementing sectors. Therefore, the NAP's prioritization of Climate Information Services has enabled Fiji to attract climate finance. In this example, Fiji is now part of a regional initiative that secured USD\$103m from the Green Climate Fund (GCF) in 2025, for a multi-country project aimed at strengthening early warning systems. This project is justified and prioritized under NAP and aligned with national policies including the National Disaster Risk Reduction Policy (2018-2030), the National Climate Change Policy, and the National Disaster Management Plan. It also contributes to fulfilling Fiji's commitments under the Nationally Determined Contributions (NDCs), the Sustainable Development Goals (SDGs), the Sendai Framework for Disaster Risk Reduction, and the Framework for Resilient Development in the Pacific (FRDP) exemplifying policy coherence and integration of adaptation across strategic frameworks. Similarly, this applies to other targets outlined in the NAP.⁴³

Another example includes MECC securing USD\$5.7 million in 2023, for the construction of 14 seawalls, implemented by the Pacific Community (SPC) to be executed by the mandated ministry - the Ministry of Agriculture and Waterways. These align directly with the NAP's coastal resilience targets. Through the Program Development Unit (PDU), MECC is mobilizing funding for multiple projects, executed by the sectors.⁴⁴

Looking ahead, MECC acknowledges the audit's recommendation to more clearly reference mandates and leadership roles in NAP 2.0. Acknowledging that adaptation is pursued through a whole-of-society approach, the Ministry will provide strategic guidance and improved coordination to support enhanced implementation carried out by ministries, agencies, and communities.⁴⁵

A critical step in this direction is the establishment of the Adaptation Registry, as mandated by Part 11, Section 73(1) of the Climate Change Act. The registry will support an inventory of adaptation actions

⁴⁰ Management comments dated 16/05/25.

⁴¹ Management comments dated 16/05/25.

⁴² Management comments dated 16/05/25.

⁴³ Management comments dated 16/05/25.

⁴⁴ Management comments dated 16/05/25.

⁴⁵ Management comments dated 16/05/25.

carried out by government, civil society, and development actors. The design phase was completed in 2022, with development underway and targeted for completion before the end of 2026.⁴⁶

Recommendation

The Ministry of Environment and Climate Change should:

- **Consider the recommendations in the NAP progress review report in developing the updated NAP – particularly in the following areas:**
 - Demarcating the roles and responsibilities among government actors;
 - Clearer leadership roles of the sectoral actions in the NAP;
 - Strengthening the NAP Steering Committee; and
 - Improving engagements between the MECC and focal officers responsible for championing climate change issues within their ministries and departments.
- **Link the investment strategy to the NAP for securing funding and effective implementation.**

⁴⁶ Management comments dated 16/05/25.

4.0 QUALITY REVIEW OF THE NAP

This chapter assesses whether the National Adaptation Planning process involved a quality review component to ensure that it meets the requirements of international commitments including aspects of inclusivity, responsiveness and accountability.

Though a quality review process existed, following through with the process could not be determined due to non-provision of a quality review report as required by the NAP. While, the audit could confirm that the development of the NAP met the requirements of international best practices, determining whether processes leading up to the publication of the NAP and the NAP document itself was inclusive, responsive and ensures accountability remained unanswered.

The NAP process included a quality review process which involved:

- Undertaking of an extensive review process involving a large inclusive multi-stakeholder National Consultation Workshop which also included sub-national Government representatives from around the country; as well as an independent expert review by international organizations and industry experts and specialists (including those focusing on gender issues).
- Formulation of a quality assurance report for the Cabinet to demonstrate that the NAP is in compliance with the NAP framework.

Due to high staff turnover, particularly the Adaptation Team, the Climate Change Department was not aware of the quality review process and its output (i.e. a quality assurance report). Therefore, transparency and quality control have been compromised.

A NAP progress review, mandated under the Climate Change Act (2021) was coordinated by the MECC in collaboration with other stakeholders.⁴⁷ The progress review primarily focused on assessing the enabling environment for the implementation of the NAP; thereby focusing on evaluating the conditions that support or hinder NAP implementation. The approach of the review included engaging stakeholders, analysing key policies and ministry strategies, and documenting four case studies of implemented adaptation actions prioritized in the NAP document. A team of international and national consultants worked in close collaboration with the MECC and the NAP Steering Committee in managing the review from June 2022 to March 2023.

The review report outlined the following findings:

- **NAP Foundation:** The NAP has successfully laid the groundwork for climate adaptation in Fiji, with policies like the National Climate Change Policy and Updated NDC in place.
- **Implementation Challenges:** While many NAP actions have been initiated, implementation has been hindered by factors such as severe weather events, COVID-19, staff turnover, lack of ownership, insufficient funding, and a lack of a detailed implementation plan.
- **Success Factors:** Early successes in implementing NAP actions have been attributed to strong technical capacity with the staff of the ministry, external funding, and a "start small and scale up" approach.
- **Enabling Environment:** Strengthening the enabling environment for NAP implementation, including improved communication, leadership, financing, and other factors, is crucial.
- **Government Leadership:** Sustained government leadership and high-level support for the NAP are essential for its successful implementation.

⁴⁷ NAP Progress Report 2022

- **Role Clarification:** Clearer demarcation of roles and responsibilities among government actors can improve efficiency and accountability.
- **Decentralization:** Decentralization and direct ownership of NAP implementation by sectoral ministries are crucial for effective adaptation.
- **Financing:** Fiji's adaptation financing needs far exceed its domestic and international resources, requiring careful prioritization of funding.
- **Private Sector Engagement:** Increased private sector engagement is necessary to support the implementation of NAP actions.
- **Monitoring and Reporting:** Improved monitoring and reporting are essential for assessing progress and informing future NAP updates.
- **NAP Steering Committee:** The NAP Steering Committee plays a vital role in guiding implementation and ensuring stakeholder engagement.

The progress report recommended that:

- **NAP Update:** The NAP Steering Committee should decide on the objectives, scope, and financing of the NAP revision by the end of June 2023.
- **Thematic Gaps:** The updated NAP should address thematic gaps such as subnational adaptation, gender and social inclusion, disaster risk reduction, loss and damage, learning, and monitoring and evaluation.
- **Enabling Environment:** The government should strengthen the enabling environment for NAP implementation by addressing leadership, institutional arrangements, data, knowledge, and communications, financing, engagement, skills, and capacities.
- **Specific Actions:** Recommendations include gazetting operational regulations of the Climate Change Act, aligning the NAP with the revised National Development Plan, strengthening the NAP Steering Committee, improving intra- and inter-ministerial coordination, developing and implementing a stakeholder engagement plan, addressing high staff turnover, and hiring a gender equality and social inclusion adviser.

While the self-reporting review is acknowledged, it does not compensate for the lack of quality review on the NAP before endorsement. A quality review process and implementation ensure that the NAP meets predefined standards by identifying gaps and errors and ultimately improving quality.

The Ministry commented that although the audit noted the absence of a comprehensive quality review report as required under the NAP, a Progress Report has been developed through the support of the International Institute for Sustainable Development (IISD) and a comprehensive review report should be addressed in future NAP iterations. The current NAP served as a high-level framework outlining priorities but lacking specific timelines, indicators, and implementation plans.⁴⁸

Recommendation

The Ministry of Environment and Climate Change should:

- **Develop clear processes and documentation for quality assurance.**
- **Ensure that training and awareness are conducted for incoming staff to understand the NAP framework which should be properly monitored and reported on.**

⁴⁸ Management comments dated 16/05/25.

5.0 MONITORING AND REPORTING THE PROGRESS OF NAP IMPLEMENTATION (FOCUS ON IMPACTS OF RISE IN SEA LEVEL & FLOODING ON HUMAN SETTLEMENT)

This chapter assesses whether agency responsible for spearheading the National Adaptation strategies have effectively monitored and reported on how successful the actions were in adapting to climate change risks, focusing on impacts of sea level rise and flooding on the human settlement priority sector as outlined in the NAP.

5.1 Setting measures of success and reporting on them through a monitoring and evaluation system

No specific measures of success were set; therefore, reporting is limited, which are further hindered by the absence of a monitoring and evaluation system. In addition, there were no indicators set during NAP development.

5.1.1 Evaluating performance through measuring progress of key performance indicators

Fiji's NAP 2018 requires that the National Climate Change Coordination Committee (NCCCC) to ensure the creation, implementation, monitoring and evaluation of relevant sector plans, with reference to performance indicators, and report back to the Minister.

Review of the NAP Progress report 2022 and discussions held with MECC⁴⁹ confirmed that the progress of implementing the adaptation actions could not be determined due to the absence of a detailed implementation plan. Given the broad nature of the NAP, the detailed implementation plan would outline specific measures or key performance indicators to measure the level of implementation. *In addition, the MECC noted⁵⁰ that an implementation plan would provide clarity on roles, timelines, funding sources, and coordination mechanisms across implementing sectors, making it easier to track progress and ensure accountability. The MECC further indicated⁵¹ that the plan would also help translate the NAP's strategic priorities into concrete, time-bound actions aligned with sectoral mandates and community needs.*

5.1.2 Monitoring evaluating and reporting on the level of implementation of adaptation measures

A monitoring and evaluation system for the NAP process is required to lead efforts to identify achievements regarding the implementation of the NAP and support the development of the next iteration. The monitoring and evaluation in terms of analysis should be produced by the Climate Change and International Cooperation Division of the Ministry of Economy on behalf of the NCCCC.⁵²

Data collection should be conducted and shared by any entities which have implemented NAP actions. It is believed that much of 'outputs' data will come from Government Ministries who have either directly executed actions or have acted as implementers and overseen the execution of actions by others such as community-based or non-governmental organisations. It is likely that the assessment

⁴⁹ Discussions held on 18 December 2024.

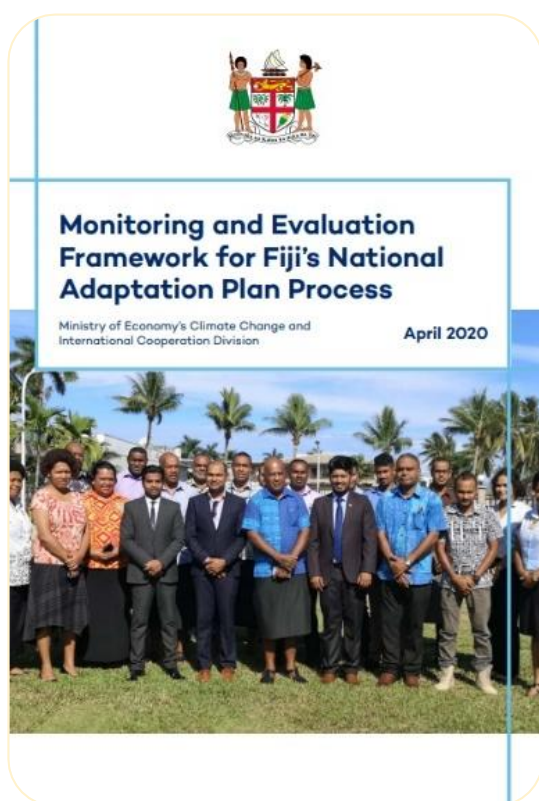
⁵⁰ Management comments dated 16/05/25.

⁵¹ Management comments dated 16/05/25.

⁵² Fiji National Adaptation Plan 2018

of outcomes will have to be externally supported and have to recognise that the success of interventions may only be evident or arise sometime after completion.⁵³

The monitoring and evaluation system could capture both processes and outcomes. Processes should be assessed using the values and principles of the NAP Framework as a minimum, which was used as the basis of the multi-criteria analysis utilised in the prioritisation process.⁵⁴



The monitoring and evaluation should cover the entire life cycle of the first iteration of the NAP and inform the next iteration. A mid-term review should be possible and be conducted to enable the NCCCC to determine what progress has been made and make any necessary changes. The results of the monitoring and evaluation system should inform the national CVA.⁵⁵

The NAP Progress report 2022 noted that monitoring, evaluation and reporting is an area that needed to be strengthened. *The MECC indicated that a dedicated stocktake would be resourceful in this regard. Such stocktakes would inform the MECC of developments across all priority actions outlined in the NAP, that are being implemented on the ground by various ministries and development partners. The MECC further indicated that it expects the adaptation registry to partly address this.*⁵⁶

A Monitoring and Evaluation Framework was launched in 2020. However, the framework only provided the guidance on how a system to comprehensively monitor and evaluate the NAP process should be designed.

Though the development of the M&E system is in progress, the Monitoring and Evaluation Framework provided several recommendations for the design of the M&E system. These are listed in **Table 5.1** that is extracted from the Monitoring and Evaluation Framework for Fiji's National Adaptation Plan Process.

⁵³ Fiji National Adaptation Plan 2018

⁵⁴ Fiji National Adaptation Plan 2018

⁵⁵ Fiji National Adaptation Plan 2018

⁵⁶ Management comments dated 16/05/25

Table 5.1: Recommendations on the purpose and proposed Approach of the M&E System

Purpose and proposed Approach for the M&E System	Recommendations
Collection of Data/Information to Inform M&E	<p>The collection of data/information required by the MECC to inform M&E should be undertaken by those responsible for implementing adaptation actions. Annex 2 of the M&E Framework lists an extensive range of existing data/information sources and prioritizes these according to their primary or secondary importance to the NAP process; it also lists the stakeholders from whom the data/information is available. The approach to the identification, collection and management of data/information (Annex 1 of the M&E Framework) has been thoroughly tested and should be advocated for wider use in the future. In principle, the online National Adaptation Registry provided for under the Climate Change Bill could also house the data/information collected in Annex 2 of the M&E Framework.</p> <p>Where M&E systems do not currently exist, government ministries should be encouraged, using the approach set out in Annex 1 of the M&E Framework, to provide data/information required by the MECC for its assessments and to deliver its M&E mandate. These include ministries that are either directly implementing adaptation actions (or overseeing their execution by others) and those responsible for actions linked to divisional, provincial, and subnational development planning.</p>
Tracking Progress and Identifying Achievements in the NAP Process	<p>A two-part methodology should be used for tracking progress and identifying achievements in the NAP process. This would comprise, firstly, a simple monitoring system using traffic light colours as the basis for summarizing progress and, secondly, a more sophisticated process- and results-based evaluation of the effectiveness of activities and outputs in delivering an adaptation action's intended outcomes (results). The proposed methodology should be piloted with those ministries that already have M&E functions and include assessing its effectiveness to inform any changes that might be necessary. In some cases, it may be necessary to synthesize data/information from multiple sources to assess progress.</p>
Communication and Learning from the NAP Process	<p>In establishing an M&E system to enable government, its civil servants, and key stakeholders to track and assess progress (processes and results) within the NAP process, the MECC should also maximize learning from the adaptation actions identified in the NAP document and from the NAP process itself. This should include promoting experience-based learning and reflection to inform subsequent iterations of the NAP and its M&E and improving the flow of data/information between different stakeholders.</p> <p>The Climate Change Bill 2019 provides for the establishment of an online National Adaptation Registry. The bill will go through further changes before enactment, and the voluntary contribution of data/information from projects could become mandatory. This would be beneficial for the NAP and its M&E and should be actively supported by the MECC.</p>

Source: Monitoring and Evaluation Framework for Fiji's National Adaptation Plan Process 2020

In addition to the recommendations provided in **Table 5.1**, the monitoring and evaluation framework further recommended a few generic steps that should be taken by the MECC to facilitate the development of the M&E system for the NAP process.

These included:

- Establishing a project team to undertake the design and development work and identify a key individual who will stimulate and coordinate its progress.
- Gather data and information relevant to monitoring and evaluating the adaptation actions and other priorities identified in the NAP document and that constitute the NAP process from the primary and secondary sources listed in Annex 2 of the M&E Framework.
- Use this data/information in the methodologies recommended for tracking progress with the delivery of adaptation actions and associated components and for assessing the effectiveness (achievement) of activities and outputs in delivering an action's intended outcomes.
- Report and disseminate progress, results, and lessons from the NAP process to key audiences.
- Continually review the implementation of the M&E system and, where necessary, make changes to improve its performance.

The absence of a monitoring and evaluation system makes intentional reporting a challenge for the MECC.

Due to minimal monitoring and reporting being done, available information on the level of implementation is incomplete.⁵⁷ Therefore, audit resolved to evaluate progress where implementation was feasible based on information provided during the audit through the GIS portal.

The NAP contains 160 adaptation measures to be prioritized over the five-year period. *The MECC explained that although the NAP was expected to be updated in 5 years, the 160 adaptation measures were not bound to be implemented within that timeframe.*⁵⁸ Accordingly, the NAP stipulates that the actions do not represent the only action that will be undertaken, simply the actions identified are the most urgent according to stakeholders.

Audit focused on the implementation of planned adaptive actions on the impacts of **Flooding** and **Sea Level Rise** on **Human Settlement**. Fiji's NAP recognises that while in-depth understanding of climate change implications for human settlements in the country is lacking, it is generally known that urban centres are at risk from seaborne and riverine natural hazards, cyclones, storm surges, coastal and riverine erosion, landslides, **floods** and **already occurring sea level rise** due to climate change. Similarly, the NAP suggests that rural communities residing along the coast are vulnerable to **sea level rise**, storm surges and cyclones.

A list of planned adaptive actions to address the impacts of flooding sea level rise was provided by the MECC. The 20 adaptive actions are listed in **Appendix 2** of this report.

From the 20 planned adaptive actions, audit selected action items Nos. 14.1 and 14.10 to evaluate progress on as detailed in **Table 5.2**.

⁵⁷ NAP Progress Report 2022.

⁵⁸ Management comments dated 16/05/25

Table 5.2: Details of Action Item No. 14.1 & 14.10

Action Item	Adaptation “sectoral components” and “actions”	Implementing agency and stakeholders
14.1	Scale up efforts to strengthen coastal boundaries of urban centres and rural communities through hybrid or nature-based solutions to risk reduction purposes and to slow the need to relocate communities and infrastructure.	Ministry of Agriculture and Waterways. Ministry of Local Government and Town and Country Planning.
14.10	Develop a national-level system strategy which can identify and prioritize communities for relocation based upon vulnerability maps, guide subsequent relocation efforts, identify and fulfil capacity building needs of communities once relocated, as well as incentivise and fund relocation of communities.	Ministry of Rural and Maritime Development and Disaster Management. Ministry of Environment and Climate Change.

Source: Sectoral components spreadsheet provided during the audit

The above planned adaptation actions of relocation of communities and construction of hybrid or nature-based solutions were selected based on the availability of data confirmed by the MECC. The data on the GIS portal showed the communities that were relocated, those planned for relocation, those under adaptation survey, and communities with nature-based seawalls being constructed. Audit selected a total of 16 communities to evaluate progress on that included site visits that was carried out from 28 to 30 October 2024.

5.1.2.1 Relocation of Communities

Significant milestones have been achieved in the area of community relocation in relation to Climate Change Adaptation. This was accomplished through the Planned Relocation Guidelines in 2018, the Displacement Guidelines in 2019 and the development of Standard Operating Procedures (SoP) for planned relocation in 2023.

In addition, the first dedicated trust fund was established through the Climate Relocation of Communities (CROC) Trust Fund Act in 2019. Prior to this, MECC had not received a dedicated budget for planned relocation. A dedicated financing mechanism, therefore, was essential to address the complexities associated with key institutional developments overtime, the resource intensive process of complying with the SoP for Planned Relocation and the lessons learned from past relocations. It not only filled critical funding gaps but also enabled the government to strengthen and scale up planned relocation efforts in a mainstream, transparent, inclusive, and sustainable manner.

According to Fiji’s Planned Relocation Guidelines 2018⁵⁹, relocation is the voluntary, planned and coordinated movement of climate-displaced persons within States to suitable locations, away from risk-prone areas, where they can enjoy the full spectrum of rights including housing, land and property rights and all other livelihood and related rights. It includes displacement, evacuation (emergency relocation) and planned relocation.

⁵⁹ Developed under the guidance of the then Ministry of Economy with support GIZ

The Planned Relocation Guideline 2018⁶⁰ further defines planned relocation as a solution-oriented measure, involving the State, in which a community (as distinct from an individual/household) is physically moved to another location for permanent resettlement. Under this schematic approach, evacuation is distinct from planned relocation and does not fall within the scope of the Planned Relocation Guideline. Planned relocation may, of course, play a role following evacuations in circumstances where places of origin become uninhabitable.

According to Fiji's Displacement Guidelines 2019⁶¹, displacement is the movement of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters.

Considering the above definitions, this part of the report evaluates the progress of community relocations, those planned for relocation (including communities under adaptation surveys), and communities that have been displaced. It does not cover relocations resulting from evacuations (emergency relocations).

From the data on planned relocation and displacements referenced on the GIS portal and mapped out by MECC in 2023⁶², audit evaluated progress for the following 11 communities: Nagasauva, Vunisavisavi, Vunidogoloa, Tukuraki, Nabavatu, Cogea, Vuniniudrovu, Nadogoloa, Vanuakula, Nawaqarua and Narata.

According to the data and confirmation received from MECC⁶³, relocations were completed for Nagasauva, Vunisavisavi, Vunidogoloa and Tukuraki while relocations for Nabavatu, Cogea and Vuniniudrovu were still being planned. The remaining 4 communities are adaptation survey sites with relocation not certain as further assessments such as the Climate Risk Vulnerability Assessment Methodology (CRVAM), consultation and consent had not been completed. The communities have not provided majority consent for relocation in accordance with the SoP for planned relocation.

Details of the relocated communities, those still planned for relocation, and those under adaptation survey, captured in the GIS portal is outlined in **Appendices 3 to 5** of this report.

C. Communities with relocations (partial and full) completed (pre-SoP)

The partial relocation of Nagasauva was undertaken in 2011 following Tropical Cyclone Tomas, as part of post-disaster rehabilitation led by the Ministry of Rural and Maritime Development.

The Vunisavisavi community was partially relocated in 2016, where only four households were relocated with funding support from USAID. The community remained divided about the relocation as such there is still no consensus on pursuing full relocation, despite the significant challenges faced at the current site.

The full relocation of Vunidogoloa and Tukuraki communities were completed in 2014 and 2017 respectively. The Tukuraki relocation, prompted by a landslide in 2012, was funded by the European Union for FJD\$729,000. The Vunidogoloa relocation was funded by the Government for \$1 million as the old village was located on low-lying area and exposed to frequent flooding, coastal inundation from storm surges, high tides and sea level rise.

⁶⁰ Developed under the guidance of the then Ministry of Economy with support from GIZ

⁶¹ Developed under the guidance of the then Ministry of Economy with support from GIZ

⁶² This mapping exercise does not imply that MECC implemented or executed the relocation project itself.

⁶³ Confirmation received on 10 July 2025.

Site visits made during the audit to the communities of Nagasauva and Vunisavisavi, noted the following issues:

- New homes were built without basic amenities such as kitchens and washrooms.
- Accessibility issues to the new relocated sites.
- Reluctance to relocate because of cultural ties to ancestral homes.

The details are provided in the subsequent paragraphs.

C1: New homes built without basic amenities – Nagasauva and Vunisavisavi Experience

Illustrations 5.1 to 5.4 shows the housing situation in the new Nagasauva site where 7 households were relocated. An interview with a villager whose family was amongst those that were relocated confirmed that washrooms and kitchens were not part of the relocation assistance and had to be built by the family at their own expense. The family was the sole occupant of the new village site as shown in Figure 5.1. The remaining houses were not occupied due to accessibility issues as discussed in subsequent paragraphs of this report.

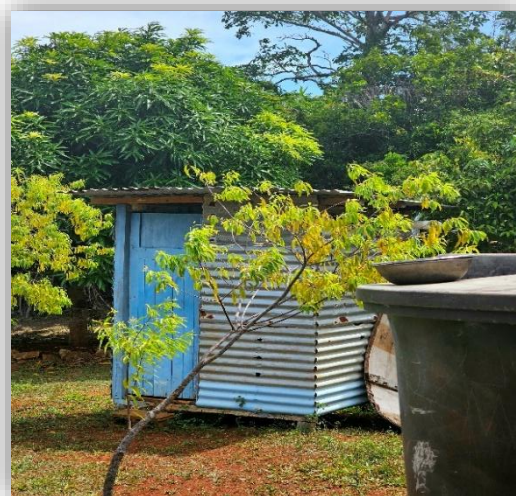
Illustration 5.1: The only occupied house at the relocated site



Illustration 5.2: Outdoor kitchen built behind the house



Source: Pictures taken by OAG on 28 – 30 October 2024

Illustration 5.3: Outdoor lavatory**Illustration 5.4:** Outdoor shower room

Source: Pictures taken by OAG on 28 – 30 October 2024

Similarly, the same was observed in the new Vunisavisavi village site. An interview with the village nurse noted that houses at the new site were built without washrooms. Consequently, the villagers had to transfer washroom structures from their old homes to the new village site and refer to **illustration 5.5**.

Illustration 5.5: Washroom for one of the relocated houses in Vunisavisavi

Source: Picture taken by OAG on 28 – 30 October 2024

C2: Accessibility issues to the new relocated sites – Nagasauva Experience

The new village site is situated on a hill overlooking the old village and accessible only by tracking through bush and slabs of rocks. A total of 7 households were planned for relocation of which 6 houses had been successfully established at the new village site. From the 6 established houses at the new village site, only 1 house was occupied.

A villager that had moved back to the old village site was interviewed during the audit site visit. The villager revealed that because of the accessibility issues to the new village site, activities such as fishing, attending church services, village gatherings and family visits, became a struggle over time. The villager, however, planned to dismantle the newly built house at the new site, and to use the materials to renovate the house he is currently occupying at the old site.

Another challenge raised during the audit site visit was the unstable water supply at the new village site. The new homes were also in accessible due to their location on a hillside.

Illustration 5.6: Accessibility issues to the relocated site



Illustration 5.7: Accessibility issues to the relocated site



Source: Pictures taken by OAG on 28 – 30 October 2024

C3: Reluctance to relocate due to cultural ties with ancestral homes – Vunisavisavi Experience

Reluctancy to relocate were also found in the village of Vunisavisavi due to cultural ties to their ancestral homes. The villagers, during the interviews, disclosed that they have a cultural obligation to remain in the village. For this reason, the community has not been fully relocated and the MECC has not received the mandatory full relocation consent as required by the SoP on planned relocation.⁶⁴

D. Lessons learned from “pre-SoP” relocations embedded and informed the design and operationalization of the SoP for planned relocation

In addition to the above audit observations, issues arising from community relocations, have also been widely covered on mainstream media and mirrored those identified from the audit as reported, while others are included:⁶⁵

- Failure to consult the entire community including women resulting in houses built without kitchens at Vunidogoloa village.

⁶⁴ Management comments dated 16/05/25

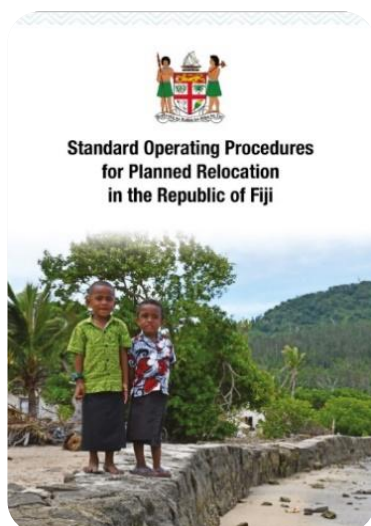
⁶⁵ <https://www.theguardian.com/environment/2022/nov/08/how-to-move-a-country-fiji-radical-plan-escape-rising-seas-climate-crisis>

- Increased alcohol consumption, noise complaints and antisocial behaviours arising from ease of travel as the communities have easier access to roads and bigger towns at Vunidogoloa village.
- Land within the clan boundaries at Nabavatu village is unsuitable to meet their needs for village development such as farming and building of houses.
- Absence of formal agreement to consider the development of the existing community together with the relocated Tukuraki village.

Nagasauva, Vunisavisavi, Vunidogoloa and Tukuraki were 4 of the 6 communities that were relocated before the SoP was developed. The other two communities included Denimanu in the Northern Division and Narikoso, Kadavu in the Eastern Division.

As documented above, the communities were relocated before the development of key national tools such as the Planned Relocation Guidelines (2018), the Displacement Guidelines (2018), , the National Adaptation Plan (2018), the Climate Change Policy (2018-2030), the CROC Trust Fund Act (2019), the Climate Change Act (2021) and the SoP for Planned Relocation that was approved by Cabinet in 2023.

The SoP outlines the requirements for planned relocation in Fiji and provides structure and detail processes to ensure adherence to the principles for planned relocation as defined in the Planned Relocation Guideline. The principles for planned relocation are: (1) A human-centred approach; (2) A livelihood-based approach; (3) A human-rights-based approach; and (4) The pre-emptive approach.



The SoP operationalizes and clearly defines the roles and responsibilities of various government agencies. Since the enactment of the Climate Change Act 2021, the MECC now chairs the Fiji Taskforce on Relocation and Displacement (FTRD) working closely with the Divisional Commissioners to convene inter-agency coordination taskforce and technical working group meetings. These FTRD and its TWG supported the SoP's development over the four-year period (2019–2022), clarified and agreed on agency roles, and reviewed the list of vulnerable communities.

The SoP for planned relocation was developed through extensive consultations with governmental agencies, non-governmental and civil society organisations, academic institutions, the private sector, regional organisations, and international development partners.

The lessons learned from the six “pre-SoP” community relocations were instrumental in shaping the SoP that is now actively applied. The SoP was developed as a direct response to these lessons, ensuring a coordinated, transparent, and inclusive national approach to planned relocation. A clear example of this improved approach can be seen in the housing designs now implemented in Nabavatu.

Unlike the six earlier relocations, where standard rural housing designs featured non-partitioned homes with outdoor kitchens, the new homes in Nabavatu are designed with two partitioned bedrooms, interior kitchens and bathrooms, and verandahs. Refer **Appendix 6** and **Appendix 7** respectively for the new house designs in Nabavatu. This new design prioritizes dignity, privacy, functionality, and long-term rebuilding of lives, more than just re-housing. Similar considerations are now being applied in the relocation of Cogea Village by the Fiji Council of Social Services (FCOSS).

The application of the SoP is a requirement under Part 12 of the Climate Change Act 2021. Earlier relocations were managed in an ad-hoc manner, primarily addressed by the Ministry of Rural and Maritime Development and Disaster Management (MRMDDM), mostly in the aftermath of natural disasters exacerbated by climate change and driven by urgency and need. In most cases, relocation formed part of post-disaster recovery efforts, where communities could no longer safely remain in their original locations and were permanently moved to safer sites.

E. Communities planned for relocation (post-SoP)

The communities of Cogeia and Nabavatu are now the first two communities in Fiji, applying the SoP for Planned Relocation and Displacement. They have been confirmed for planned relocation, as both villages have undergone the assessments justifying the need for relocation.

On the other hand, the village of Vuniniudrovu has been scoped for planned relocation and have completed a CVRAM though it is still in its early stage and further assessment are needed for the proposed new site, based on the CVRAM findings. The results of the CVRAM had been reported back on, with recommendations for a phased relocation, subject to new site confirmation. While community consent has been received for Vuniniudrovu, the new site is still being negotiated as it does not seem stable enough, according to MRD assessments.

Therefore, a full geo tech on alternative sites is required, with funding being pursued by MECC. The MECC has engaged the German Embassy in bilateral and provided direct interim adaptation support to the community. The support included the construction of disability-friendly footpaths, improved access to the evacuation center with a ramp, an ablution block, and the installation of solar lighting. These measures are intended to assist Vuniniudrovu while relocation and funding options are being explored.

Audit site visit to the communities of Nabavatu noted their reluctance to relocate due to issues associated with living in tents.

The details are provided in the subsequent paragraphs.

E1: Reluctance to relocate due to issues associated with living in tents – Nabavatu Experience

Nabavatu is one of the communities experiencing prolonged displacement following Cyclone Ana in January 2021. According to the MECC, the prolonged displacement was due to the lengthy negotiation on identifying the new site which the community finally agreed to in 2023.⁶⁶ Audit observed that majority of families still occupied their homes at the old village site despite warnings of the risks of living in the location.

⁶⁶ Management comments dated 16/05/25.

Illustration 5.8: Houses at the old village site still occupied by its owners



Source: Pictures taken by OAG on 28 – 30 October 2024

The reluctance to relocate has been greatly influenced by the experiences of those currently being accommodated in makeshift tents.

Part of the community, approximately 37 households are being hosted in a church compound, in makeshift tents. What was intended to be a temporary dwelling has been their home for the past three years, while awaiting the implementation of the relocation project.

Illustration 5.9: Displaced households continue to live in tents after Tropical Cyclone Ana in 2021



Source: Pictures taken by OAG on 28 – 30 October 2024

Interviews conducted with the families found that a major issue with this living arrangement is the inadequate access to necessities. The families who live in the church compound, share communal lavatories, showers and washing facilities that were built by UNICEF.

Illustration 5.10: Communal lavatories, shower rooms and wash houses built by UNICEF



Source: Pictures taken by OAG on 28 – 30 October 2024

Families have built sheds outside their tents where they can sit to escape the heat inside the tents during the day.

Illustration 5.11: Sheds built just outside the tents



Source: Pictures taken by OAG on 28 – 30 October 2024

When the tents were initially set up, plywood flooring were laid out in these tents, however, overtime, the flooring have worn out due to heavy rain and mud. During wet periods, the stench in the tents become difficult to endure as there are inadequate ventilation and floor covering. Owners of the tents have added another layer of boards onto the original plywood flooring to provide a dry and

comfortable living area. The villagers that were interviewed indicated that their living conditions have contributed to health issues in the community.

The 37 households living in tents, have been identified as in most urgent need of relocation, which the government is working on, using the new housing design, presented in **Appendices 6 and 7**, at a cost of FJD\$5.9 million.

There are a total of 85 households in the community. While some residents have expressed a desire to remain despite the risks, others have indicated willingness to relocate provided there is additional support. According to the MECC, government can only move those that agree to move, as there will be no forced 'planned relocation'.⁶⁷ Discussions are currently underway between UN-Habitat and the MRMDDM to explore the possibility of financing relocation for the remaining households, complementing the government-led efforts.

There is a critical funding gap in the interim period before full relocation can proceed. This is after immediate humanitarian needs have been met. During this transitional phase, communities are now accessing humanitarian relief but have yet to access support through the CROC Trust Fund. The Platform for Disaster Displacement (PDD) as a key member of the Technical Working Group of the FTRD has been conducting research to better understand this interim period and to explore financing mechanisms that could address this gap.

In addition, the MECC has reached out to UNICEF together with the Ministry of Women reaching out through its Social Protection Cluster, to explore avenues of support for affected communities in prolonged displacement, such as Nabavatu. In response to immediate needs, the MRMDDM also requested budgetary support for covering the cost of supplying water to the community, which was funded by government around the 2022–2023 fiscal year.

E2: Lack of privacy for those living in tents – Nabavatu Experience

The lack of privacy for those living in tents was also an issue identified in Nabavatu village. To allow some form of privacy in these tents, curtains were used to partition the indoor living areas from the dressing room.

Illustration 5.12: *Curtains used to separate the common area from the dressing room*



Source: Pictures taken by OAG on 28 – 30 October 2024

⁶⁷ SoP for Planned Relocations: Sii (i) Consensus-based decision-making process

F. Communities under adaptation survey

The village of Nadogoloa is currently being considered for relocation. A new site has been identified, however, around 10 households remain at the original location awaiting funding support.

For the villages of Vanuakula and Nawaqarua, both sites are still under assessment whether to proceed with relocation under the SoP for planned relocation and displacement. Consent has not been provided for full relocation consideration.

In the community of Narata, the site is currently undergoing assessment and is likely to relocate. However, consent for partial or full relocation, as per the SoP, has not yet been received. As a result, many aspects are still under consideration and awaiting funding while the government's available funds under the CROC trust fund is focused on completing the relocation of Nabavatu.

5.1.2.2 Implementing Nature based solutions

From the site visits conducted during the audit, the following issues were noted:

- Problems arising after construction of seawall.
- Incomplete seawall despite being recorded as complete.
- Deficiencies noted with complete seawall structures.

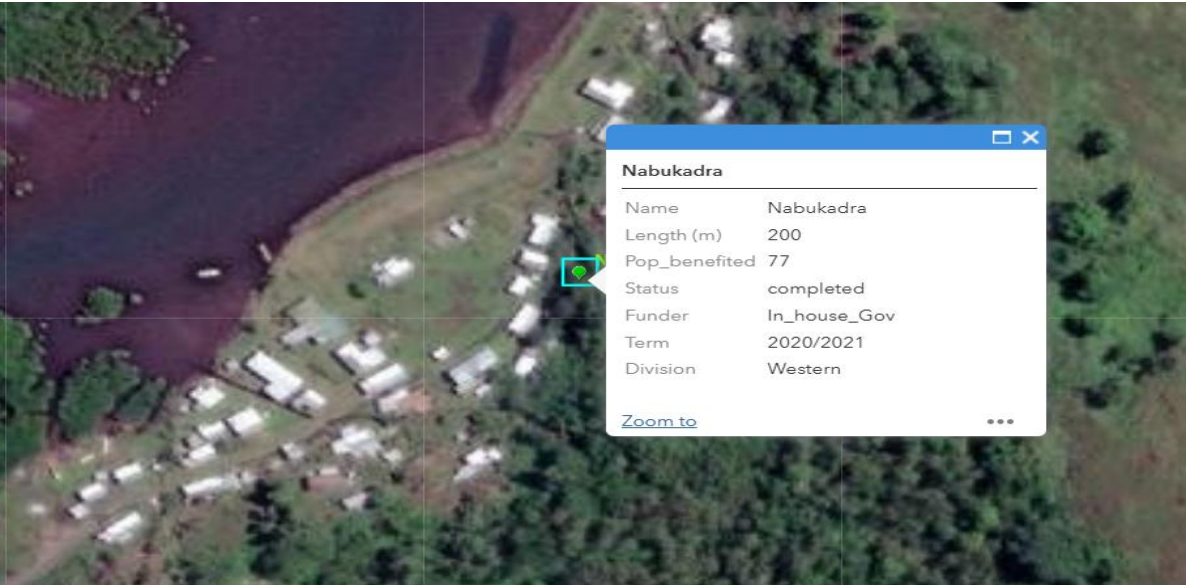
The details are provided in the subsequent paragraphs.

In the village of Drekeniwai, the village headman explained that the problems encountered by the villagers after the construction of the seawall are worse than what they experienced prior to its construction. He further discussed that during heavy rains or high tides, they have noted that sea water is trapped inside the village walls.

For the village of Nabukadra in the province of Ra, the figure below refers to the status of the nature-based seawalls under the Ministry of Waterways, according to the GIS portal⁶⁸ provided to audit.

⁶⁸ Management Comments on 16/05/25 by the MECC that *the GIS portal was designed to assist the MECC as a decision-support tool to map and track activities across various sectors. The GIS application is based on information shared by the sectors via excel spreadsheets, provided they consent to data sharing. It serves as an internal reference tool which they have made public to assist stakeholders that enquire rather than a direct performance indicator. MECC voluntarily reviews these updates to stay informed of sectoral progress and activities, ensuring that the MECC remain abreast of developments, but it does not imply that MECC is responsible for the execution or direct oversight of these seawall activities in-house funded by Waterways.*

Illustration 5.13: Status of nature-based seawall in Nabukadra community in Ra as per GIS



Source: GIS reference tool accessed by audit; link provided by MECC on 15 October 2024– snip taken as of 24 March 2025

The audit site visit conducted revealed that despite being recorded as complete, the nature-based seawall remained unfinished. The incomplete section of the project could not prevent seawater from flowing inland. Refer **Illustrations 5.14– 5.15** for the complete sections of the seawall with planted vetiver grass as a nature-based solution, while **Illustration 5.16** shows the incomplete village section of the seawall.

Illustrations 5.14 – 5.16: Seawall with boulders and planted vetiver grass with incomplete village seawall.



Source: Pictures taken by OAG on 28 – 30 October 2024

For the villages of Verevere in Ra and Malomalo in Sigatoka, deficiencies with the completed nature-based seawalls were noted from the interviews held with village representatives and through

observations during the audit site visits. The Verevere village Headman highlighted that the seawall did not have adequate drainage to prevent flooding and damage to nearby houses from seawater that flows into the village during heavy rain. Similarly, in Malomalo village, the villager that was interviewed indicated that the nature-based seawall, characterized by large boulders, was ineffective in preventing seawater from entering the village.

The MECC agreed⁶⁹ with the recommendation of the progress review report (2022) to strengthen monitoring, evaluation and reporting. The MECC further noted that it is not responsible for implementing the planned adaptation actions in the NAP, rather it is responsible for creating the enabling environments to ease implementation for the responsible agencies. The MECC stated that it relies on the data provided by the implementing agencies and there is currently no mechanism in place to verify the information.⁷⁰

The above findings highlight the need of a proper monitoring, evaluation and reporting system for the NAP, including a system of verifying information provided by implementing agencies.

The Ministry concurs with these findings and acknowledges the importance of establishing clear success measures and undertaking monitoring and evaluation. The establishment of an Adaptation Registry will also support the development of a stock take report to outline progress of NAP actions.⁷¹

Weaknesses in monitoring and implementation, including for past community relocations and nature-based infrastructure, were attributed to the lack of a detailed implementation plan and reporting system. The Ministry recognizes the need for a robust M&E framework and application for NAP but highlight that planned relocation now has an established M&E process in place outlined in the Standard Operating Procedures (SoP) for Planned Relocation⁷² and seawalls has its monitoring process through the Department of Waterways.⁷³

MECC provides policy and financial mobilization support in current planned relocations, while implementation is led by the Office of the Divisional Commissioners under the Ministry of Rural and Maritime Development and Disaster Management (MRMDDM) and relevant agencies, as outlined in the SoP. The MECC chairs the Fiji Taskforce on Planned Relocation and Displacement - the inter-agency coordination body while MRMDDM is the lead implementing agency. Many lessons are documented in the Culture-Gender-Relocation Nexus Report⁷⁴, underscoring the Government's commitment to evidence-based improved processes.⁷⁵

Recommendation

The Ministry of Environment and Climate Change should:

- 1. Develop a detailed implementation plan so that the progress of NAP progress implementation can be assessed and be able to forecast future NAP updates. Particularly, to address on:**
 - **how the ministry will achieve its adaptation objectives and commitments.**
 - **identifying concrete, prioritized actions with timelines to respond to climate change impacts on Executing Agencies areas of responsibility, based on evidence from climate change risk assessments.**

⁶⁹ Discussions held on 06 August 2024.

⁷⁰ Discussions held on 06 August 2024.

⁷¹ Management comments dated 16/05/25.

⁷² Government of Fiji. 2023. [Standard Operating Procedures for Planned Relocation](#).

⁷³ Management comments dated 16/05/25.

⁷⁴ Government of Fiji. 2023. [Culture-Gender-Relocation Nexus Report](#).

⁷⁵ Management comments dated 16/05/25.

- clearly identifies roles and responsibilities, including who is responsible for overseeing the plan and which departments and agencies are accountable for implementing the actions; and
 - Plans progress that is measurable and reported on.
2. Conduct a midline and endline stocktake of the NAP to track progress on activities mobilized across sectors.

6.0 APPENDICES

Appendix 1: Key questions, indicative activities, list of building blocks and sample outputs under each of the four elements and steps of the NAP process

STEPS	Key Questions	Indicative activities	Checklist of building blocks	Sample Outputs
ELEMENT A: LAY THE GROUNDWORK AND ADDRESS GAPS				
Initiating and launching of the national adaptation plan (NAP) process.	<p>What is the overall national approach and strategy for the NAP process and what kind of mandate is needed to drive it?</p> <p>What institutional arrangements are required at the national level to coordinate, lead and monitor the NAP process?</p> <p>What outputs are expected from the NAP process, and when?</p> <p>What will the reporting arrangements to various stakeholders in the country be?</p> <p>What technical and financial arrangements are needed and can be mobilized to sustain the process in the short to long term?</p>	<p>Conduct briefings to policymakers about climate change adaptation challenges and opportunities and the NAP process in particular.</p> <p>Designate the spearheading or coordinating mechanism.</p> <p>Create or enhance a national vision and mandate for the NAP process.</p> <p>Operationalize the NAP process through access to support.</p> <p>Define a framework and strategy, as well as a road map, including sequencing of various NAPs and a monitoring and evaluation plan, for the NAP process.</p>	<p>Briefing on NAP process – adaptation challenges & opportunities.</p> <p>Coordinating mechanism</p> <p>National vision and mandate for NAPs</p> <p>Access to technical and financial support</p> <p>NAP framework/strategy and road map.</p>	<p>Mandate for the NAP process</p> <p>Framework and strategy for climate change adaptation</p> <p>Funded project to support operations of the NAP process.</p> <p>Road map for the NAP process.</p>
Stock-taking identifying available information on climate change impacts, vulnerability and adaptation and assessing gaps and needs of the enabling environment for the NAP process.	<p>Where do we stand regarding effective short-and long-term adaptation activities?</p> <p>What data and knowledge are available to assess current and future climate risks, vulnerability and adaptation?</p> <p>How can the storage and management of this data and knowledge be best coordinated?</p>	<p>Conduct a stocktaking of on-going and past adaptation activities.</p> <p>Synthesize available analysis of current and future climate at the broad national/regional level.</p> <p>Coordinate compilation and development of a (distributed/shared) database for the NAP process.</p> <p>Conduct a gap analysis to assess strengths and</p>	<p>Stocktaking of adaptation activities.</p> <p>Synthesis of available knowledge on impacts, vulnerability and adaptation.</p> <p>Capacity gap analysis.</p> <p>Barrier's analysis.</p>	<p>Report on synthesis of available information</p> <p>Geospatial database in support of the NAP process</p> <p>Knowledgebase of observed climate impacts, vulnerabilities and potential interventions</p> <p>Gap and needs analysis report</p> <p>Barrier analysis report</p>

STEPS	Key Questions	Indicative activities	Checklist of building blocks	Sample Outputs
	<p>What gaps can be identified regarding the capacity, adequacy of data and information, and required resources to engage in the NAP process?</p> <p>What barriers exist to effectively plan for, design and implement adaptation?</p>	<p>weaknesses regarding the capacity, data and information, and resources required to effectively engage in the NAP process.</p> <p>Assess potential barriers to the design and implementation of adaptation activities.</p>		
Addressing capacity gaps and weaknesses in undertaking the NAP process	<p>How can enabling institutions and technical capacity gaps best be addressed, and which resources are required?</p> <p>How can long-term capacity development be institutionalized?</p> <p>How can each of the barriers to adaptation planned be lifted?</p> <p>Where are there opportunities for integrating climate change adaptation into development planning?</p>	<p>Develop and enhance enabling institutional and technical capacity for undertaking the NAP process.</p> <p>Identify and enhance awareness of potential opportunities for the integration of climate change adaptation in development planning at different levels.</p> <p>Design and implement climate change programmes on communication, public-awareness-raising and education.</p>	<p>Building institutional and technical capacity.</p> <p>Opportunities for integrating adaptation into development.</p> <p>Programmes on climate change communication, public awareness-raising and education.</p>	<p>Strategy document(s) for capacity-building, awareness-raising, communication and education</p> <p>NAP website</p>
Comprehensively and iteratively assessing development needs and climate vulnerabilities	<p>What key development goals are sensitive to climate change?</p> <p>How can climate risks to development and potential co-benefits of adaptation and development be identified?</p>	<p>Compile information on main development objectives, policies, plans and programmes.</p> <p>Identify synergies between development and adaptation objectives, policies, plans and programmes.</p>	<p>Compile development objectives, policies, plans and programmes.</p> <p>Synergy between development and adaptation objectives, policies, plans and programmes.</p>	<p>Report on stocktaking of development/adaptation activities.</p> <p>Report on approaches for ensuring synergy between development and adaptation.</p>
ELEMENT B: PREPARATORY ELEMENTS				
Analyzing current climate and future climate change scenarios	Which climatic patterns in the country, according to observed data, are most important in terms of adjustment, adaptation or acclimatization of social systems?	<p>Analyse current climate to identify trends in variables and indices that could be used to support planning and decision-making.</p> <p>Characterize broad future climate risks and levels of uncertainty using scenario analysis at the national level or</p>	<p>Analysis of current climate</p> <p>Future climate risks and uncertainty/Scenario analysis</p> <p>Communicating projected climate change information</p>	<p>Report on climate analysis</p> <p>Report on climate risks/Projected climate changes</p> <p>Strategy for climate information services.</p>

STEPS	Key Questions	Indicative activities	Checklist of building blocks	Sample Outputs
	<p>What risks does climate change hold for the country?</p> <p>What are major current climate hazards?</p> <p>What is the estimated range in uncertainty for possible future climate scenarios?</p> <p>What are appropriate indices of climate trends which could support planning and decision-making?</p>	<p>as part of a regional analysis.</p> <p>Communicate projected climate change information to all stakeholders and the public.</p>		
Assessing climate vulnerabilities and identifying adaptation options at sector, subnational, national and other appropriate levels.	<p>Which systems, regions, or groups work towards key development goals such as food security, poverty alleviation, economic development, etc?</p> <p>What are the main climate vulnerabilities of those systems/regions that are key achieve the main development goals?</p> <p>What are expected impacts of climate change?</p> <p>What are viable co-effective adaptation options to reduce the impacts of climate change or exploit opportunities?</p>	<p>Assessing vulnerability to climate change at sector, subnational, national or appropriate levels (by applying applicable frameworks).</p> <p>Rank climate change risks and vulnerabilities.</p> <p>Identify and categorize adaptation options at multiple scales to address priority vulnerabilities.</p>	<p>Climate vulnerability assessment at multiple levels.</p> <p>Ranking climate change risks and vulnerabilities.</p> <p>Scoping adaptation options.</p>	Vulnerability and adaptation assessment report
Reviewing and appraising adaptation options	<p>What are the costs and benefits of each adaptation option?</p> <p>How best can the adaptation options be implemented, and what are the conditions for success?</p> <p>Is it possible to identify co-benefits between the adaptation options and development?</p>	<p>Appraise individual adaptation options, including economic, ecosystem and social costs and benefits, and possibilities for unintended (positive and negative) impacts of adaptation measures.</p>	Appraisal of adaptation options.	<p>Report on appraisal of adaptation options</p> <p>Sectoral and subnational plans or strategies.</p>

STEPS	Key Questions	Indicative activities	Checklist of building blocks	Sample Outputs
Compiling and communicating national adaptation plans	<p>How will priority sectoral and subnational adaptation options be aggregated into national adaptation plans?</p> <p>How will inputs of all relevant stakeholders be incorporated into producing the National plans?</p> <p>How can the national adaptation plans and related outputs best be communicated and disseminated at the national level?</p>	<p>Compile draft national adaptation plans and make them available for review.</p> <p>Integrate review comments into the national adaptation plans and process endorsement at the national level as defined in the mandate for the NAP process.</p> <p>Communicate and disseminate the national adaptation plans widely to all stakeholders in the country.</p>	<p>Draft national adaptation plans</p> <p>Finalize NAPs and process endorsement</p> <p>Communicate NAPs at national level</p>	<p>Draft NAPs for review</p> <p>Endorsed NAPs</p>
Integrating climate change adaptation into national and subnational development sectoral planning.	<p>How can adaptation best be integrated into ongoing developing planning processes?</p> <p>What kind of opportunities can be generated through integration?</p> <p>How can the process of integration be facilitated?</p>	<p>Identify opportunities and constraints for integration of climate change into planning.</p> <p>Build and enhance capacity for integrating climate change into planning.</p> <p>Facilitate the integration of climate change adaptation into existing national and subnational planning process.</p>	<p>Opportunities and constraints for integrating climate change into planning.</p> <p>Building capacity for integration</p> <p>Integration of adaptation into existing planning processes.</p>	Report on integration of adaptation into development
ELEMENT C: IMPLEMENTATION STRATEGIES				
Prioritizing climate change adaptation in national planning.	<p>How can adaptation work best be prioritized for implementation at the national level considering development needs, climate vulnerabilities and risks as well as existing plans?</p> <p>What criteria can be used to define priority actions?</p>	<p>Define national criteria for prioritizing implementation based, inter alia, on development needs, climate vulnerability and risk and existing plans.</p> <p>Identify opportunities for building on and complementing existing adaptation activities.</p>	<p>National criteria for prioritizing implementation.</p> <p>Identify opportunities for building existing adaptation activities.</p>	Report on prioritization of adaptation in national development.
Developing a (long term) national adaptation implementation strategy.	What is the most appropriate strategy for the implementation of adaptation activities including timing, target areas/beneficiaries, responsible authorities and	Define a strategy for the implementation of adaptation actions including target areas/beneficiaries, responsible authorities, timing, sequencing of activities and the	<p>Strategy for adaptation implementation.</p> <p>Implementation of NAPs through policies, projects and programmes.</p>	Implementation strategy for the NAPs

STEPS	Key Questions	Indicative activities	Checklist of building blocks	Sample Outputs
	<p>sequencing of activities?</p> <p>How can the implementation build on and complement existing adaptation activities?</p> <p>What are the potential costs of implementing the NAP and how can these costs be met?</p>	<p>mobilization of resources.</p> <p>Implement concrete adaptation measures based on the national adaptation plans through policies, projects and programmes.</p>		

Appendix 2: Planned adaptive actions in the NAP to address the impacts of flooding and rise in sea level

Adaptation components" and "sectoral actions"	Implementing agency and stakeholders involved	Reporting arrangement (Internal mechanisms within Ministry) reporting
Food and Nutrition Security (23): A: Agriculture		
12.A.12 Enhance support for irrigation schemes which support agricultural diversification and mitigate increased drought and flooding.	Ministry of Agriculture and Waterways	Annual Report - number of irrigation schemes upgraded, cost of investment, etc.
12.A.5 Work with diverse and inclusive stakeholders to ensure farmers (including disadvantaged groups) have inclusive access to hazard maps and climate information services via a range of information communication technology in common vernacular to support inclusive participatory scenario planning at the local level."		Annual Report - reporting on progress of Strategic Development Plan targets.
		Strategic Development Plan 2019 - 2023, with M&E plan
12.A.13 Maintain, adapt and construct sea wall and drainage infrastructure to reduce saltwater intrusion on agricultural land due to sea level rise, increased tidal surges.		Annual Report - number of seawalls and floodgates constructed, cost of investment, etc. Using GIS, identify villages in lowlands and agricultural lands that can be sustained in light of sea level rise and other coastal climate impacts and hazards.
Food and Nutrition Security (23): F: Fisheries		
12.F.6 Support the restoration, enhancement and conservation of coastal ecosystems such as mangroves, seagrasses and coral reefs, in collaboration with Forestry and Fisheries ministries, local communities and actors, community fishery reserves and other partners such as tourism associations.	Ministry of Fisheries and Forestry	Annual Reports - number of coastal ecosystems restored or protected
12.F.8 Extend early warning systems for fishing households, including remote communities and train communities on disaster response and disaster risk reduction.	Fiji NDMO	Annual Reports
Health (10)		
13.3 Retrofit the existing and installing innovative structures, energy and water supplies; medicines and equipment efficiency that guarantees safety and enable lifesaving support through the application of relevant	Ministry of Health and Medical Services	Annual Report Climate Change and Health Strategic Action Plan 2016-2020 (published in 2015)

Adaptation "sectoral components" and "actions"	Implementing agency and stakeholders involved	Reporting arrangement (Internal mechanisms within Ministry) reporting
legislations, policies and other reviewed standard health building designs and ensure such legislations, policies and designs are used for new health facilities to prevent vulnerability to CC impacts (apply in phases for existing that were not affected by TC Winston – Phase 1 & Phase 11).	Ministry of Finance	Guidelines for Climate Resilient and Environmentally Sustainable Health Care Facilities in Fiji Annual Budget Report - budget allocation for retrofitting and climate-proofing health infrastructure
Human Settlements (12)		
14.1 Scale up efforts to strengthen coastal boundaries of urban centres and rural communities through hybrid or nature-based solutions to risk reduction purposes and to slow the need to relocate communities and infrastructure.	Ministry of Agriculture and Waterways Ministry of Local Government and Town and Country Planning	Annual Report - number of hybrid (infrastructure and ecosystem-based) coastal protection installations, cost of investment, etc. National Adaptation Registry - provision under Climate Change Bill 2019 for voluntary information contribution
14.3 Priority Flood Risk Management Action Plan for high-risk towns.		Ministry of Finance, Strategic Planning, National Development and Statistics. Ministry of Rural and Maritime Development and Disaster Management through their Divisional EOCs
14.8 Strengthen and promote the enforcement of appropriate national building codes and infrastructure design on critical facilities and public assets. 14.10 Develop a national-level systematic strategy which can identify and prioritize communities for relocation based upon vulnerability maps, guide subsequent relocation efforts, identify and fulfil capacity building needs of communities once relocated, as well as incentivise and fund relocation of communities.	"Min. of Infrastructure and Meteorological Services Min of Rural and Maritime Development and Disaster Management Min of Environment and Climate Change"	Ministry of Finance, Strategic Planning, National Development and Statistics Min of Environment and Climate Change and the Ministry of Rural and Maritime Development and Disaster Management steers Government's direction on climate-induced internal human mobility issues through the Fijian Taskforce on Planned Relocation and Displacement
Infrastructure (44)		
15.A.7 Promote the development and implementation of integrated water resource management plans (IWRM) in river basin catchment areas based on existing best international practices and building upon national and traditional experiences, including efforts to protect freshwater aquifers	Ministry of Agriculture and Waterways Ministry of Environment and Climate Change	Annual Reports

Adaptation "sectoral components" and "actions"	Implementing agency and stakeholders involved	Reporting arrangement (Internal mechanisms within Ministry) reporting
from saltwater intrusion as well as natural protected areas.		
15.D.3 Implement coastal protection measures in highly vulnerable communities (e.g. foreshore protection, artificial wave breaks, etc).	Ministry of Agriculture and Waterways	Annual Report - number of seawalls and floodgates constructed, cost of investment, etc.
	Ministry of Rural and Maritime Development and Disaster Management	Scoping reports for approved projects - technical specifications required for the infrastructure
		Environment Impact Assessment reports
		National Adaptation Registry - provision under Climate Change Bill 2019 for voluntary information contribution
	USAID	Coastal Community Adaptation Project (C-CAP) - coastal protection infrastructure support
15.D.4 Implementation of riverbank protection activities which integrate ecosystem-based approaches with hard infrastructure, in particular the use of riparian buffers.	Ministry of Agriculture and Waterways	Annual Report - number of hybrid (infrastructure and ecosystem-based) constructions installed, cost of investment, etc.
	World Bank	Nadi Integrated Flood Risk Management Project
	UNDP	GEF IWRM Fiji Demonstration project - Nadi Catchment
		GEF Fiji Ridge to Reef project
	JICA	Nadi River Flood Control Feasibility Study
15.D.5 Create flood risk and management action plans for all human settlements which operate at the catchment scale and involve either hybrid or nature-based solutions and payments for ecosystems services.	"Ministry of Agriculture and Waterways	Flood management action plans for all river catchments - currently none
	Ministry of Rural and Maritime Development and Disaster Management	Proposed ADB Nadi Flood Alleviation project - goal is to develop capacity through the project and replicate in other river systems
	Ministry of Housing"	Development guidelines for high-risk towns are outlined in the Town Planning Act - General Provisions
	World Bank	Nadi Integrated Flood Risk Management Project
	UNDP	GEF IWRM Fiji Demonstration project - Nadi Catchment
		GEF Fiji Ridge to Reef project
	JICA	Nadi River Flood Control Feasibility Study
15.D.6 Flood management activities for priority river systems, such as Nadi	Ministry of Agriculture and Waterways	Annual Report - number of dredging projects, length dredged, cost of projects, etc.
	Ministry of Rural and Maritime Development	

Adaptation "sectoral components" and "actions"	Implementing agency and stakeholders involved	Reporting arrangement (Internal mechanisms within Ministry) reporting
River, Sigatoka River, Rewa River, Labasa River.	and Disaster Management	
		Record of flood management interventions for major river systems - such as river dredging
		Nadi Integrated Flood Risk Management Project
	UNDP	GEF IWRM Fiji Demonstration project - Nadi Catchment
	JICA	GEF Fiji Ridge to Reef project Nadi River Flood Control Feasibility Study
15.D.7 Improve and maintain drainage networks in urban and rural areas as measures to protect against inland floods, considering that drainage defects are the dominant cause of floods.	Ministry of Agriculture and Waterways	Annual Report - number of dredging projects, length dredged, cost of projects, etc.
	Ministry of Local Government and Town and Country Planning	Currently there are 4 drainage maintenance programs in operation for urban and rural areas
15.D.8 Conduct regular river flow monitoring and flood forecasting. 15.D.11 Development of a National Waterways Policy to establish institutional arrangements to comprehensively manage waterway resources and address related issues.	Fiji Meteorological Services	River flow monitoring program - Hydrology Division Public Weather Bulletins, Flood Warnings
	Ministry of Waterways and Environment	River flow monitoring program - currently inactive
Biodiversity and Natural Environment (16)		
16.4 Assess and monitor the state of coastal ecosystems and protect and enhance the natural coastal defences.	Department of Waterways	Department of Environment, Ministry of Lands and Mineral Resources (Foreshore Unit)
16.10 Implement a national program for the monitoring and management of rivers and watersheds (ridge to reef) to reduce the negative impacts of unsustainable activities linked to logging, river and seabed mining.	Department of Environment	Ministry of Waterways and Agriculture, Ministry of Fisheries and Forestry

Appendix 3: Details of completed relocations as referenced in the GIS portal

Community	Location (Division)	Partial or Full Relocation	Period of completion	No. of Houses	Distance between old and new site (meters)	Cost \$ (FJD)	Funded by	Instigating Actor	Supporting Actor(s)	Triggers Associated Hazards	Impacts at new site
Nagasauva	Northern	Partial	2011	7	100	120,000	Fijian Government	Fijian Government	Fijian Government Post-Disaster Rehabilitation	The village relocated after TC Thomas destroyed 7 houses. Exposed to severe coastal erosion.	Partial relocation following TC Thomas. Village generally pleased following their relocation.
Vunisavisavi	Northern	Partial	2016	4	80	200,000	US Aid	Fijian Government	US Aid Funded	Exposed to sea-level rise, 4 houses relocated to higher grounds within the village boundary. Coastal inundation and saltwater intrusion persist.	Residents divided on the issue of full relocation, as they are traditionally duty-bound to protect the foundation of the Lalagavesi (initial dwelling of Tui Cakau). Some wish to relocate, while others fear it as abandoning traditional obligation.
Tukuraki	Western	Full	2017	11	400	729,000	European Union	Fijian Government	European Union funded BSRP Project implemented by SPC.	Landslide in 2012 buried 80% of the village and claimed the lives of a young family, prompting the relocation.	Residents report of disappearing cultural practices once they reunited in the new village. Residents had temporarily been displaced and residing with separate nearby communities before they reunited in the new village.
Vunidogoloa	Northern	Full	2014	30	1,500	1,000,000	Fijian Government	Fijian Government	Community Contributions in timber	Old village was low-lying and exposed to frequent flooding, coastal inundation from storm surges, high tides and sea level rise.	The new village is on land belonging to one of the clans of Vunidogoloa. New site is inland, detached from their traditional fishing grounds, adoption of alternative means of livelihood support was initially challenging.

Appendix 4: Details of communities planned for relocation as referenced in the GIS portal

Community	Location (Division)	Adaptation Survey	Description	Hazards	Vulnerabilities	Status of Seawalls	Access to cell phones	Access to health facilities	Impact on Agriculture and livelihoods	Adaptation Option	Adaptation Challenges
Nabavatu	Northern	2022	Nabavatu village in Dreketi. Residents were displaced after heavy rains following TC Ana triggered landslips and sippage springs in the old village site. Majority presently live in tents, at the Savadrau AOG Church compound awaiting relocation.	Geohazards, including rainfall-triggered landslips, landslide risk, and tropical cyclone wind hazards, as well as sippage springs from slips triggered by torrential rain, pose significant threats.	Currently, 85% of residents (85 HH, 400+ pop) are temporarily displaced, sheltered at the Savadrau AOG compound with 37 HH earmarked for relocation. Besides relocation, adaptation efforts should focus on improving drainage at both the old and new sites.	There are no seawalls, but improved drainage would be beneficial. The village is close to the Dreketi River but situated on a hill.	Yes, but poor reception	Dreketi Health Centre is approximately 200m away, in between old village and temporary site.	The slips caused damage to crop, livestock, and agricultural assets.	Relocate to a safe zone and establish a new village while protecting the old site by improving drainage. Explore nature-based solutions for drainage enhancements. Vetiver is being grown at the old site, and slopes can be reinforced with embankments.	There is a lack of available and stable land to relocate residents. Also, financial constraints in implementing adaptation measures to improve drainage at both sites.
Cogea	Northern	2022	Current relocation site supported by FCOSS and Bread for the World. Riverine community beside the Wainunu River in Bua Province. The village was severely impacted following TC Yasa and TC Ana where several houses were washed away.	Riverine flooding is the main concern, following severe floods from the Wainunu River destroying several homes. There is a lack of vacant land within safe, flat zones for relocation although a proposed site has been identified.	Lack of communication (no connectivity), limited access to markets (difficult roads) and the challenges this presents to employment opportunities	No seawall	TNK following up with Digicel on the proposed construction of a Digicel tower on their mataqali land - will support comms for Cogea and neighbouring communities	Access to health services possible through the Daria bridge which when flooded is disconnected.	Increased soil erosion Reduced water quality and supply Changes in cropping seasons Increased weather uncertainty	They are ready to relocate.	38 HH before TC Ana, currently 12 HH remains in the village, most have moved to neighbouring lands temporarily awaiting relocation to the new site.
Vuniniudrovu	Central	2022	Village lies beside the Waimanu River, frequently impacted by flash	Riverine flooding and riverbank erosion significantly	When the Waimanu River bursts its banks, water flows across	There is no structural riverbank protection, but	Vodafone, Digicel and Inkk available.	They have a dispensary located within the risk zone.	Diversifying of assets and sources of income	River channelling or diversion of the Waimanu	Study the morphology of the Waimanu River and the

Community	Location (Division)	Adaptation Survey	Description	Hazards	Vulnerabilities	Status of Seawalls	Access to cell phones	Access to health facilities	Impact on Agriculture and livelihoods	Adaptation Option	Adaptation Challenges
			and riverine flooding. The center of the village lies along an elongated stretch of land continually eroding from both sides. Several houses have either moved inland out of the village.	impact Vuniniudrovu.	the village instead of following its natural meander. Continued erosion on both sides of the bank poses significant risk, if land collapses, will lose homes and impact WAF's Waila water supply.	vetiver grass is widely planted to help slow down erosion. It does not hold well along the red zone due to the steep slopes. Suitable measures—or a suite of measures—will be needed to protect the banks.		The Nausori hospital is a kilometre away from the village.	(Farming, freshwater fisheries, raising livestock, providing services such as tailoring and transport, trading, and wage labour).	Partial relocation of impacted houses with gabion embankments along the riverbank and slopes around the village.	costs associated with river channelling. This includes cost benefit analysis of relocation option and other measures of slope protection at both the old and new sites.

Appendix 5: Details of communities under adaptation survey as referenced in the GIS portal

Community	Location (Division)	Adaptation Survey	Description	Hazards	Vulnerabilities	Status of Seawalls	Access to cell phones	Access to health facilities	Impact on Agriculture and livelihoods	Adaptation Option	Adaptation Challenges
Nadogoloa	Western	2022	Coastal Community in Rakiraki was considered for relocation following damages after TC Winston. 9HH have moved out of the village, some to the new site and others to their farmlands on elevated grounds. Sea-level is visibly the same height as the road.	Storm surge, sea level rise, riverine flooding, coastal flooding, and tropical cyclone wind hazards.	This coastal village is frequently waterlogged, with mean sea level nearly equal to ground level. A river also flows beside the village. Several houses have relocated to the newly established relocation site, and others to their own lands.	No seawall, but vetiver grass lines their coast.	Vodafone and Inkk but poor reception.	Village dispensary and village nurse caters to minor cuts and bruises. The closest health facility is Dawasamu Health Centre but most villagers travel to Korovou Hospital for major injuries or pregnancy care.	Residents have diversified their cropping practices inland, relocated most rebuilt houses further inland, and planted 1,000 mangroves after Tropical Cyclone Winston as buffer. Vetiver planted to protect the shoreline and slow coastal erosion.	Move further inland to the new relocation site.	Adaptation is challenging because the village is very low-lying and perceived to be below mean sea level (MSL). This poses a risk of losing cultural heritage sites around the existing village boundary as more homes become abandoned and residents migrate.
Vanuakula	Western	2022	Located at the Tavua delta flats near the outlet of the Nasivi River, the village lies on the estuary of Nabuna and Vanuakula flats. The original site for Tavua Village. TNK reports that Vanuakula is not a registered village yet.	Located near an estuary, the community faces riverine flooding from nearby streams and flash floods caused by the overflow of surface water from the surrounding highlands.	Flooding is the major hazard, with recent reports indicating that floodwaters remain in the village for several days. The community has requested the Ministry of Waterways to continue periodic dredging.	No seawall, low-lying delta areas.	Vodafone, Digicel and Inkk available.	Tavua Hospital	Flooded crops and sugar cane fields.	Periodic dredging Raising houses on stilts Relocation.	Road improvements in recent years; however, flooding still damages the gravel roads, causing erosion. To combat this, mangroves have been planted along the riverbanks. Dredging works in 2014 provided further assistance.

Community	Location (Division)	Adaptation Survey	Description	Hazards	Vulnerabilities	Status of Seawalls	Access to cell phones	Access to health facilities	Impact on Agriculture and livelihoods	Adaptation Option	Adaptation Challenges
Nawaqarua	Western	2022	Located along the Ba River estuary, village faces riverine and flash flooding.	Located along the Ba River estuary, the village faces riverine and flash flooding. It has also reclaimed land behind the village, where several houses have already been built.	Located a little inland at the confluence of the Ba River and Western Viti Levu coast. This community of fisherfolks do not view moving far from current site as a viable option, instead prefer to reclaim & elevate surrounding areas to shift back slightly.	Gabion baskets are used for riverbank protection in Nawaqarua; however, where the gabions have collapsed, riverbank erosion persists. Therefore, the extension of gabions is recommended.	Vodafone, Digicel and Inkk available.	Village nurse that attends to minor cuts and bruises. Major illness and maternity needs attend Ba Hospital.	Agroforestry (mahogany, vesi, tavola) for village resources. Climate-resilient crop varieties (primarily kumala and uvi).	They have moved to two reclaimed areas to accommodate the houses that were affected along the riverbank.	Nature-based solutions along the riverbank to extend the protection provided by the gabion wall. Explore the establishment of retention ponds.
Narata	Western	2022	Narata is situated in a basin, located on the east bank of the Sigatoka River. Main village is at upper Narata.	Riverine and flash flooding pose significant risks.	The houses closest to the riverbank are most impacted by both erosion risk and flooding from the Sigatoka River, as well as runoff from surrounding highlands that does not flow into the Sigatoka or lower Narata, but becomes trapped in upper Narata basin.	There is no riverbank protection or gabion walls, but large trees provide a buffer between the village and Sigatoka river.	Vodafone, Digicel and Inkk - catches in some places.	Health centre located at Raiwaqa village approximately 10km from Narata.	Loss of soil fertility, decline in crop yields; new pest and diseases; increased soil erosion; increased water uncertainty. They grow uvi, kawai, kumala, ministry of agriculture provide some seeds. They apply crop rotation and supported with fertilisers.	Raise the bridge above flood water levels or construct an appropriate drainage network to enable discharge downstream to lower Narata and out to sea.	Location of village in a basin at upper Narata, need an effective drainage option.

Appendix 6: Floor Plan for Nabavatu funded through CROC Trust Fund

