



Standing Committee on Public Accounts

REVIEW REPORT OF THE PERFORMANCE AUDIT ON IMPLEMENTATION OF CLIMATE CHANGE ADAPTATION ACTIONS IN FIJI



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Acronyms

CCA	Climate Change Act
CCAA	Climate Change Adaptation Actions
CCAP	Coastal Community Department
COP	Conference of Parties
CRVAM	Climate Risk Vulnerability Assessment Methodology
CROC	Climate Relocation of Communities
CVA	Climate Vulnerability
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 of 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 Adaption Plan
NCCCC	National Climate Change Coordination Committee
NCCP	National Climate Change Policy
NDC	National 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
SDGs	Sustainable Development Goals
SOP	Standard Operating Procedures
WGEA	Working Group on Environment Auditing

Chairperson's Foreword



It gives me great pleasure to present this performance audit report undertaken by the Office of the Auditor General of Fiji as part of the global Cooperative Audit on Climate Change Adaptation Actions (CCAA). This initiative, coordinated by the INTOSAI Development Initiative (IDI) and the INTOSAI Working Group on Environmental Auditing (WGEA), brought together 48 Supreme Audit Institutions worldwide in a collective effort to examine how nations are responding to the pressing challenges of climate change.

Fiji's participation in this cooperative audit reflects our commitment to transparency, accountability, and resilience in the face of climate risks. Our review focused on the implementation of Fiji's National Adaptation Plan (NAP), launched in 2018, which serves as the country's strategic framework for climate change adaptation. The audit confirmed that the NAP was developed in line with international best practices and technical guidelines, with support from the NAP Global Network and financing from the Government of Canada.

However, the audit also highlighted critical gaps that must be addressed if the NAP is to achieve its intended impact. These include the absence of a monitoring and evaluation system, lack of defined indicators of success, and weaknesses in financing, leadership, and coordination among government actors. Furthermore, while the institutional legitimacy of the NAP is clear, transparency and inclusiveness remain uncertain due to insufficient documentation of stakeholder acceptance.

The findings underscore the importance of strengthening governance structures, clarifying roles and responsibilities, and ensuring robust monitoring and reporting mechanisms. Without these enabling factors, the implementation of adaptation actions such as community relocations and nature-based seawalls cannot be effectively tracked or evaluated.

Review of the Performance Audit on Implementation of Climate Change Adaptation Actions in Fiji

This report is not only a reflection of Fiji's progress but also a call to action. It is the committee's hope that the insights gained will inform stronger adaptation measures, foster accountability, and contribute meaningfully to both regional and global dialogues on climate resilience. As the world reflected on the outcomes of COP30 held in November last year, Fiji's experience formed part of the collective voice of Pacific nations advocating for urgent and sustained climate action.

The Committee visited the Northern Division particularly for those relocated from Vunidogoloa, Cogea Village, and Nabavatu Villages where it observed and assessed the effects of the relocation on those affected by the rising sea level, coastal erosion and flooding, inundation of seawater affecting houses and plantations and altering their livelihood. Given the prolonged delay relating to the Cogea village relocation and the suffering experienced by the villagers of Cogea, the committee is of the view that Government should step in to address the relocation issues once and for all.

I extend my appreciation to the Climate Change Department, the stakeholders, and the international partners who supported this cooperative audit. Together, we must continue to build a future that is resilient, inclusive, and accountable to the people we serve.



.....
Hon. Manoa Kamikamica

Chairperson for the Standing Committee on Public Accounts

Committee Membership

The substantive members of the Standing Committee on Public Accounts are:



Hon. Manoa KAMIKAMICA,
Chairperson



Hon. Jovesa VOCEA, Deputy
Chairperson



Hon. Naisa TUINACEVA, Member



Hon. Alvick MAHARAJ,
Member



Hon. Hem CHAND, Member



Hon. Sachida NAND, Member

Committee Secretariat

The Committee is supported by a team of Parliament staff serving as the Committee Secretariat. These staff are appointed and delegated by the Secretary General to Parliament under Standing Order 15(3)(i) and consists of the following:

Secretariat

Aashna A. LAL, Senior Committee Clerk

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1. Introduction

Climate change represents one of the most pressing global challenges of our time, with science-based evidence from the United Nations, IPCC, and NOAA confirming that human activities are the primary drivers of long-term shifts in temperature and weather patterns. Rising climate extremes have already led to irreversible impacts, pushing natural and human systems beyond their ability to adapt. Governments worldwide have responded with commitments at international, regional, and national levels, but effective implementation requires accountability and oversight.

Supreme Audit Institutions (SAIs) play a critical role in this accountability framework. By auditing climate change actions, SAIs ensure that public spending and policies are aligned with long-term sustainability goals and intergenerational equity. Recognizing this, the INTOSAI Development Initiative (IDI) and the INTOSAI Working Group on Environmental Auditing (WGEA) launched the Cooperative Audit on Climate Change Adaptation Actions (CCAA), a global initiative involving 48 SAIs across multiple regions.

Fiji, highly vulnerable to climate change impacts such as sea level rise and flooding, has mainstreamed climate resilience into its National Development Plan 2025–2029 and Vision 2050. As part of the CCAA initiative, SAI Fiji undertook a performance audit focusing on the implementation of climate change adaptation plans or actions, specifically examining Fiji’s National Adaptation Plan (NAP) published in 2018.

The audit assessed:

- Planning and development of the NAP – whether the process was inclusive, well-resourced, and aligned with international best practices.
- Quality of the NAP – evaluating documentation, stakeholder acceptance, and accountability mechanisms.
- Implementation and monitoring of adaptation actions – focusing on responses to sea level rise and flooding, particularly in human settlement priorities.

This report provides an independent evaluation of Fiji’s adaptation planning and actions, highlighting key strengths, identifying gaps, and outlining opportunities for improvement. Its findings informed the Pacific regional overview and contributed to the global report presented at COP30 in November 2025, amplifying Fiji’s voice in the international effort to advance climate resilience.

1.1 Committee Procedure

Standing Order 112(1)(b) provides the Standing Committee on Public Accounts with the authority to compel the production of documents, materials, or information necessary for its proceedings and deliberations.

In line with this provision, the Committee has resolved that the entity identified in the audit report, the Ministry of Environment and Climate Change, shall provide a substantive written submission to the Committee addressing the audit findings.

2. Background

The objective of this performance audit was to determine whether the Climate Change Department (CCD) within the Ministry of Environment and Climate Change (MECC) has effective processes and procedures to plan, implement, and facilitate actions to adapt to the adverse impacts of climate change, in line with relevant quality framework requirements.

To achieve this, the audit examined three key questions:

- Whether MECC has clear processes and procedures to plan adaptation actions, including governance, financing, and policy considerations.
- Whether MECC has effective processes to review the quality of the National Adaptation Plan (NAP) to ensure inclusivity, responsiveness, and accountability in line with international commitments.
- Whether MECC has effectively implemented, monitored, and reported on adaptation actions, particularly those addressing sea level rise and flooding impacts on human settlements.

2.1 Scope of the Audit

The audit focused on the processes used by MECC in developing and reviewing the NAP, and whether these were consistent with international quality frameworks.

Key areas examined included:

- Planning and quality review processes.
- Enabling factors such as governance, financing, and policy support.
- Any challenges that prevented actions from achieving intended objectives.
- Monitoring and reporting mechanisms.

To test the success of planned strategies, the audit concentrated on adaptation actions for human settlements affected by sea level rise and flooding.

2.2 Key Stakeholders

The primary audited entity was the Climate Change Department under MECC, given its mandate to advise government on climate change matters and coordinate national adaptation planning. Implementing agencies of the NAP were excluded from the scope, as the audit focused on MECC's role in planning, quality review, monitoring, and reporting.

Due to limited monitoring and reporting, available information on implementation was incomplete. The audit therefore evaluated progress in selected communities in the Central, Western, and Northern Divisions, where nature-based seawalls and community relocations were being undertaken.

2.3 Period of Audit

The audit covered the financial years 2018-19 to 2023-24, aligning with the adoption of the NAP process and framework. This period allowed for evaluation of the strategies set out in the NAP since its establishment in 2018.

2.4 Methods and Evidence

To answer the audit questions, the following methods were applied:

- Interviews with MECC personnel.
- Documentary review of legislation, policies, development plans, strategic and operational plans, monitoring reports, media articles, and meeting records.
- Observations and inspections through site visits to selected communities.

This background establishes the foundation for the audit findings, which assess the effectiveness of Fiji's adaptation planning and actions in addressing climate risks, particularly sea level rise and flooding.

3. Synopsis of Site Visit Report

The Committee undertook site visits and assessments of climate change adaptation and mitigation initiatives, with a particular focus on village relocation projects in Vunidogoloa (Cakaudrove), Cogea Village (Wainunu, Bua), and Nabavatu Village (Dreketi, Macuata). These visits provided valuable insights into the progress achieved to date, as well as the significant challenges that continue to affect relocated and vulnerable communities. The Committee noted that while certain milestones have been reached, persistent issues relating to funding, coordination, infrastructure, and site suitability remain pressing concerns that require urgent and coordinated intervention.

At Vunidogoloa, relocation has enhanced accessibility, communication, and opportunities for development; however, villagers continue to grapple with infrastructure challenges such as poor road conditions, unreliable electricity, drainage problems, and incomplete development works. Residents also raised concerns about unfulfilled government commitments, escalating construction costs, and the loss of close access to the sea and traditional livelihoods. Despite these difficulties, the community remains resilient, pursuing economic opportunities through farming, tourism initiatives at the old village site, and active youth engagement in agriculture.

The Committee observed that relocation efforts in Cogea Village have been severely hampered by funding shortages, stakeholder disputes, poor coordination, and infrastructure gaps at the proposed site, leaving the community highly vulnerable to flooding, landslides, and a serious geographical bottleneck that could isolate residents from surrounding areas. These risks have led to the village being described as a “ticking time bomb,” as any major disruption or disaster could destroy access routes, endanger lives, and further compromise safety and wellbeing. Community members voiced frustration over prolonged delays and unclear timelines, with women particularly highlighting challenges in road access, transportation, and safety. Despite the allocation of \$2.7 million in 2020 to a Fiji based NGO, only two houses have been completed, while several others remain at early stages of construction such as framing and groundwork. Originally intended to deliver 30 houses, the project has been scaled back to approximately 16 due to funding constraints, cost escalations, and implementation challenges. Rising construction costs driven by inflation

significantly increased the cost per house, while the payment of a 70% advance to the contractor early in the project restricted cash flow for subsequent work. The project also suffered from a lack of expected government support in timber milling, surveys, and technical services, which were initially discussed but not formalized. Furthermore, geotechnical assessments revealed that the selected relocation site was not the most suitable, requiring extensive and costly civil works. These combined challenges underscore the urgent need for coordinated intervention to accelerate relocation and improve living conditions.

The Nabavatu Village Relocation Project was observed to be progressing positively, with cyclone-resilient housing under construction and strong consideration given to maintaining livelihoods through continued access to fishing and farming areas. The Committee commended the quality of construction and overall project management but identified remaining challenges relating to infrastructure completion, long-term maintenance, housing allocation, and funding for the remaining households yet to be relocated. Recommendations focused on ensuring timely completion, improving infrastructure and community support, strengthening transparency, and securing funding for the remaining affected families. The Committee notes that out of the 85 houses identified for relocation, 37 households are under construction nearing completion, while 48 households are pending relocation subject to geotechnical assessment by the Ministry of Lands.

The Committee emphasized that climate change is already exerting severe and widespread impacts on vulnerable communities, making village relocation in Fiji not only necessary but increasingly urgent. It noted that climate-induced relocation is a complex undertaking that demands sustained government support, effective stakeholder coordination, adequate funding, and long-term planning to establish safe, resilient, and sustainable communities. The Committee reaffirmed its commitment to closely monitoring these projects and providing recommendations to ensure relocation initiatives are implemented effectively, thereby safeguarding the wellbeing and resilience of affected populations.

4. General Committee Findings

1. Climate change impacts driving relocation

- All villages are affected by climate-related hazards such as flooding, rising sea levels, or environmental instability, making relocation necessary.

2. Infrastructure challenges

- Inadequate or incomplete infrastructure is a shared issue, including poor road access, lack of reliable electricity, drainage problems, and unfinished basic services.

3. Funding constraints and gaps

- All cases highlight financial limitations, delays in funding, or lack of secured funding for full relocation or infrastructure completion.

4. Delays in project implementation

- Relocation and development projects across all villages have experienced delays due to funding, planning, or coordination issues.

5. Need for better coordination among stakeholders

- Weak coordination between government agencies, donors, contractors, and communities has slowed progress and caused inefficiencies.

6. Livelihood concerns and adaptation challenges

- Communities face adjustments to new environments, including maintaining access to fishing, farming, and income-generating activities.

7. Unmet or pending development commitments

- Promised infrastructure and development initiatives (e.g., facilities, roads, utilities) remain incomplete or delayed in all villages.

8. Social and community impacts

Relocation has disrupted traditional lifestyles, created uncertainty, and in some cases

led to social issues such as migration or community dissatisfaction.

9. Need for improved planning and long-term support

- There is a consistent need for better long-term planning, including post-relocation support, maintenance, and sustainability strategies.

10. Importance of transparency and communication

- Clear communication on timelines, funding, and allocation processes is lacking and needed to build trust and avoid conflicts.

5. Common Significant Findings

1. Planning for Adaptation Actions

- Alignment with international guidelines: Fiji's National Adaptation Plan (NAP) was developed in accordance with UNFCCC technical guidelines, supported by the NAP Global Network and financed by Canada. This ensured technical validity and institutional legitimacy.
- Stakeholder acceptance: While outputs from each stage of the planning process were evident, documentation confirming stakeholder acceptance was missing. This undermines transparency and inclusiveness.
- Governance gaps: Roles and responsibilities among government actors were not clearly defined. Leadership of sectoral actions and coordination across ministries (both horizontal and vertical) were weak.
- Financing challenges: Funding mechanisms were insufficient, limiting the ability to implement planned actions effectively.

2. Quality Review of the NAP

- Absence of quality assurance report: The audit could not confirm whether the NAP underwent the required quality review process, as no quality assurance report was provided.
- Accountability concerns: Without documented quality review, it remains unclear whether the NAP was inclusive, responsive, and accountable to stakeholders.

3. Implementation, Monitoring & Reporting

- Indicators of success: No specific indicators or measures of success were established, making it impossible to track progress.
- Monitoring and evaluation system: Although a framework was launched in 2020, a fully operational monitoring and evaluation system was not in place. This left reporting fragmented and incomplete.
- Community relocations and seawalls: Relocation projects and construction of nature-

based seawalls lacked clear implementation plans. Site visits revealed issues such as incomplete infrastructure, accessibility problems, and communities still occupying old sites.

- Evidence-based decision-making: The absence of systematic monitoring and reporting meant that decisions were not informed by reliable evidence.

6. General Recommendations

1. Strengthen Documentation and Transparency

- Maintain comprehensive records for each stage of the NAP process.
- Ensure stakeholder consultations are documented to confirm inclusiveness and acceptance.

2. Institutionalize Quality Review

- Follow through with the quality review process as required by the NAP framework.
- Produce and publish quality assurance reports to enhance accountability.
- Consider benchmarking exercise against other countries who have successfully implemented NAP's.

3. Develop and Operationalise Monitoring & Evaluation Systems

- Establish clear indicators and measures of success for adaptation actions.
- Ensure cost is monitored closely as part of budgetary allocations and executions of projects.
- Fully implement the monitoring and evaluation system to track progress and outcomes.
- Ensure regular reporting that is evidence-based and accessible to stakeholders.

4. Improve Governance and Coordination

- Consideration of cabinet sub-committee or multi-agency taskforce to be formed to coordinate all NAP initiatives.
- Clarify roles and responsibilities among government actors.
- Strengthen leadership of sectoral actions and coordination across ministries.
- Enhance horizontal (cross-sectoral) and vertical (national-to-local) coordination.
- Develop an oversight framework that ensures all adaptation projects are reviewed and approved by MECC and MRMD prior to deployment and irrespective of funding sources.

- Consider standardised housing structures for economy of scale benefits, in terms of pricing, overall execution efficiency and implementation.

5. Secure Sustainable Financing

- Address financing gaps by mobilising climate finance and ensuring adequate budget allocations.
- Explore partnerships with international donors and regional organizations to support adaptation projects.

6. Develop Detailed Implementation Plans

- Prepare clear, actionable plans for community relocations and seawall construction.
- Ensure projects are designed to avoid maladaptation and provide long-term resilience.
- Incorporate community needs and accessibility considerations into project design.

7. Sustainable Development Goals

The Committee reviewed the findings of the independent performance audit on Fiji's climate change adaptation actions, which offered a comprehensive evaluation of national planning and implementation. The audit highlighted Fiji's progress in establishing policy frameworks and strategic plans that align with SDG 13: Climate Action, demonstrating the country's commitment to resilience and sustainability. However, while the foundations are strong, the audit revealed gaps in execution, financing, and monitoring that limit the effectiveness of adaptation measures.

One of the most pressing issues identified was the delay in relocation initiatives, such as those affecting Cogeia Village. These delays leave vulnerable communities exposed to climate risks and hinder progress toward SDG 1: No Poverty and SDG 11: Sustainable Cities and Communities. The Committee noted that relocation projects must not only provide physical safety but also respect cultural and social needs, ensuring that communities are supported holistically. This requires stronger coordination among ministries and agencies to avoid duplication and ensure resources are used efficiently.

The audit also underscored the importance of resilient infrastructure, consistent with SDG 9: Industry, Innovation, and Infrastructure. Investment in climate-proof systems such as category 5 designs, flood defences, coastal protection, and renewable energy is essential to safeguard Fiji's communities and economy. The Committee emphasized that robust monitoring and reporting systems are critical to track progress against SDG targets, provide accountability, and guide future resource allocation. Without these mechanisms, adaptation actions risk falling short of their intended impact.

Finally, the Committee acknowledged Fiji's active role in regional and global climate resilience efforts. By contributing to the Pacific regional overview and the global report presented at COP30 in November 2025, Fiji amplified its voice internationally, advancing SDG 17: Partnerships for the Goals. The Committee concluded that while Fiji has made commendable progress, significant implementation gaps remain. It recommends prioritizing financing, coordination, and community-centred approaches to strengthen adaptation outcomes and ensure that Fiji's climate actions contribute meaningfully to sustainable development.

8. Conclusion

The Committee commends the Office of the Auditor General for its thorough performance audit on the implementation of climate change adaptation actions in Fiji. This evaluation has provided valuable insights into the effectiveness of the National Adaptation Plan (NAP) and has reinforced the importance of strengthening national climate governance, coordination, and accountability across Government Ministries and Agencies.

Looking forward, the Committee expects measurable improvements in the next phase of implementation, particularly in areas highlighted during this review. It is vital that Ministries and Agencies collaborate closely with the Ministry of Environment and Climate Change (MECC) and Ministry of Rural and Maritime Development to address identified gaps, enhance coordination mechanisms, improve documentation and record-keeping, and establish a robust monitoring and evaluation system to track progress and outcomes.

The review covered planning, quality assurance, and implementation processes of the NAP, including adaptation actions such as community relocation and nature-based solutions. While the NAP was recognised as a strong strategic framework aligned with international guidelines, the Committee placed greater emphasis on addressing implementation challenges observed between 2018 and 2024, particularly those relating to governance, financing, and monitoring deficiencies.

Several issues raised by the Auditor General require urgent attention, including the absence of a detailed implementation plan, unclear roles and responsibilities among agencies, limited monitoring and reporting mechanisms, and insufficient stakeholder documentation. The Committee urges all relevant Ministries and Agencies to work collaboratively under MECC's and Ministry of Rural and Maritime Development leadership to strengthen these areas. Ultimately, responsibility rests with the respective Ministries and Heads of Agencies, who must treat these matters as a priority, take corrective action, and ensure accountability. Strengthening these areas is essential to guarantee that Fiji's climate change adaptation efforts deliver tangible and sustainable outcomes for vulnerable communities.

Member's Signature:

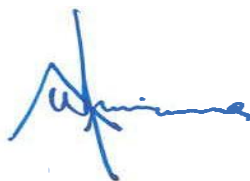
We, the undersigned Members of the Standing Committee on Public Accounts, agree with the contents of this report:



.....
Hon. Manoa KAMIKAMICA
(Chairperson)



.....
Hon. Jovesa VOCEA
(Deputy Chairperson)



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Hon. Naisa TUINACEVA
(Member)



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Hon. Sachida NAND
(Member)



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Hon. Alvick MAHARAJ
(Member)



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Hon. Hem CHAND
(Member)

Appendices

All written and transcribed evidence gathered during the public submission is available on the Parliament website at: [Standing Committee on Public Accounts – Parliament of the Republic of Fiji](#)

APPENDIX 1: NORTHERN DIVISION TOUR REPORT

APPENDIX 2: RESPONSES RECEIVED