Crosscutting Report

Prepared for
DEPARTMENT OF ENVIRONMENT
Ministry of Local Government, Urban Development, Housing and Environment

THE NATIONAL CAPACITY SELF ASSESSMENT PROJECT-FIJI
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PART A: LIST OF ACRONYMS

ALTA – Agricultural Landlords and Tenants Act
CBD – Convention on Biological Diversity
CC – Climate change
CDM – Clean Development Mechanism
CHARM – Comprehensive Hazard and Risk Management
CITES – Convention on International Trade in Endangered Species
COP – Conference of the Parties
DISMAC – Disaster Management Committee
DNA PIN – Designated National Authority Project Identification Number
DOE – Department of Environment
EIA – Environmental Impact Assessment
EMA – Environment Management Act 2005
FIT – Fiji Institute of Technology
FLMMA – Fiji Locally Managed Marine Areas (network);
FNRC – Fiji National Research Council
GEF – Global Environment Facility
GHG – Greenhouse gases
ICZM – integrated coastal zone management
INGO – International Non-Government Organisation
IT – Information Technology
MOU – Memorandum of Understanding
MPA – Marine Protected Area;
NBSAP – National Biodiversity Strategy and Action Plan
NCSA – National Capacity Self Assessment
NDMO – National Disaster Management Office
NGO – Non-Government Organisation
NLTB – Native Land Trust Board
PILN – Pacific Invasive Learning Network;
SC – Standing Committee
SPREP – Pacific Regional Environment Programme
TOR – Terms of Reference
TPAF – Training Productivity Authority of Fiji
UN – United Nations
UNCCD – Convention on Combating Desertification
UNFCCC – Framework Convention on Climate Change
UNDP – United Nations Development Programme
USP – The University of the South Pacific

PART B: ACKNOWLEDGEMENT

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PART C: Executive Summary

At the UN Convention on Environment and Development held in Rio 1992, the international community agreed on a programme to ensure the coordinated integration of sustainable development philosophies into national planning and development. The three conventions developed at the meeting (on Biological Diversity - the CBD-, climate change – the UNFCCC- and desertification – the UNCCD) call for specific policies, strategies and solutions to mitigate the loss of biodiversity, effects of climate change, and desertification in Fiji's case, land degradation) and to integrate those strategies and policies with sustainable development and global environmental management.

Over time, it has been acknowledged that the failure to realize the objectives of these agreements has been hampered by a lack of capacity among member States. The National Capacity Self-Assessments (NCSA) projects are designed to address the failure. The information gained through this process is to be used by Fiji's NCSA Standing Committee (SC) to determine how best to develop capacity to meet Fiji's commitment to global environmental management through the production of a national action plan.

Prior to this report, stocktake reports and thematic assessment reports were prepared on the situation in Fiji for each of the conventions. The present cross-cutting report is based on those reports as well as the inputs from the stakeholders' consultative meetings in the three divisions.

Primary analysis of the needs for fulfillment of each convention in Fiji revealed 17 needs in the CBD, ten in the UNCCD and 16 in the UNFCCC. When the issues identified for each convention were compared, they could be summarized as the following specific **cross-cutting capacity-related issues**:

1. Policy and Legislation
2. Institutional Networking
3. Performance and Reporting Requirements
4. Financial Mechanisms
5. Systematic Research and Monitoring
6. Training and Education
7. Raising Awareness
8. Capacity Building (Institutional Strengthening)
9. Cross-cutting (individual) Projects

Consultation workshops carried out in three of Fiji's four divisions confirmed the selection of those cross-cutting issues, elaborated on them and assisted in identifying priorities.

Within those cross-cutting issues, key weaknesses identified include

- Lack of comprehension and fulfillment of convention requirements
- Lack of appropriate mandates across government ministries
- Poor policy linkages
- Information collation and dissemination; information sharing

- Reporting mechanisms – to stakeholders and on the conventions
- Financial support
- Capacity enhancement
- Research strategy and project monitoring
- Levels of awareness and participation
- Education and training

Under the heading '**Policy and Legislation**', the main issues are overlapping and inappropriate legislation and policies, legislation developed in a non-participatory manner, lack of awareness-raising on legislation, and ineffective implementation. Government also tends to respond reactively rather than proactively to policy development. Unclear mandates between government ministries and statutory bodies, and contradiction in portfolios, are also problematic. The amendment of at least 13 pieces of legislation would benefit greatly the meeting of objectives in all three conventions.

Institutional linkages are poorly defined and often overlapping. Many problems are caused by self-imposed isolation (non-communication) between government and non-government stakeholders. Ownership, and non-sharing of information on the environment led to competitiveness, immense inefficiencies in resource use, and overall lack of awareness. The need for a centralized information system is considerable.

Failure to **report** to the Conference of the Parties of each convention, or submission of weak reports, are accredited to failure to recognize that activity as a task when determining staff and budgetary allocations, and lack of experienced staff. Again, the need for a central information system that can be accessed by all relevant ministries and stakeholders, was identified as a priority. More **effective monitoring** of programmes – particularly those being performed by Non-Government Organizations – would bring cohesion, assist in information transfer and raise awareness.

Shortfall in government **funding** is recognized as a partial failure by convention focal points and ministries to relay the importance of the conventions, include their obligations in their corporate plans and mission statements, and clearly demonstrate to national planners the link between environmental health, social welfare and sustainable development. Independent capacity to source donor funding is lacking also. Policies that generate income (e.g. user-pays) and the establishment and effective management of an Environmental Trust Fund, also would alleviate the usual funding shortfalls.

In Fiji, there is no integrated **research and monitoring** framework for environment-related activities. A policy for data acquisition and national ownership should be developed and, again, make use of a central information management system. A central body should be established to coordinate all convention-related activities (perhaps the existing National Environment Council) and implementing a natural resource inventory should be done as a matter of priority. A Climate Change institution should be established.

Because access to professional **training** is limited in Fiji, ways should be found whereby more technically skilled Fijians are available to steer national convention-related activities. School

curricula need 'environmental' updating also. In-house (staff) training should be enhanced, particularly with regard to project management and reporting.

Lack of **awareness** of the importance of the environment pervades all levels of government and the public in Fiji, and this lack has had remarkable effect on Fiji's current environment and government programmes and resource allocation. A public environmental awareness strategy is needed and should be developed as a matter of urgency. The Department of Environment should be overhauled and decentralized, and environment units established in government, statutory and large commercial organisations. A big increase in environment awareness programmes is needed.

Important cross-cutting **individual projects** are identified in this report. They range from attention to invasive species and legal establishment of protected areas, to afforestation and reforestation projects, biofuel projects, and various land, water resource and drought mitigation projects.

1. Introduction

1. The 1992 'Earth Summit' – the United Nation Conference on Environment and Development held in Rio – spawned three major conventions: on biodiversity (Convention on Biological Diversity, CBD), climate change (Framework Convention on Climate Change, UNFCCC) and desertification (Convention on Combating Desertification, UNCCD). These conventions call for specific policies, strategies, and solutions to mitigate the loss of biodiversity, the effects of climate change, and effects of desertification (in Fiji's case, land degradation) and provide a framework for sustainable development and global environment management.

2. In order to realize the intention behind this framework, there are a series of commitments and obligations on signatories to integrate policies, strategies and solutions into national development plans.

3. All too often, people look at the problem (of poor convention capacity) and not the cause. The objective of the cross-cutting exercise in the NCSA project therefore, is to identify national capacity constraints and priorities across all three conventions so that strategies to address them may be developed.

4. The information gained through this process is to be used by Fiji's NCSA Steering Committee (SC) to *determine how best to develop capacity to meet Fiji's commitment to global environmental management through the production of a national action plan*. Countries need to ensure they have sufficient capacity to respond to the provisions of the conventions, and to changes in the natural, political, economic and social environments.

5. The *national action plan* emanating from this process will afford Fiji the opportunity to access funds to facilitate the development of concrete project proposals for further consideration by the UNDP-GEF and other interested donors.

6. This report is based on the stocktake report and thematic assessments of each of the conventions relevant to Fiji. These reports have been completed and their contents were presented to and accepted by the Fiji NCSA SC over September and October 2008. The information detailed herein synthesizes the outcomes of the consultative process used to compile the thematic assessments and identifies several cross-cutting and overlapping priority requirements common to all three conventions.

7. This cross-cutting report outlines the following:
(i) the cross-cutting issues
(ii) key capacity constraints related to addressing the cross-cutting issues; and
(iii) the opportunities for capacity building or development to address the identified capacity constraints.

8. A GEF definition of capacity is '*the ability of individuals, institutions and systems to make and implement decisions and perform functions in an effective, efficient and sustainable manner*.' As identified in the thematic assessment reports, capacity is spread across three levels:

systemic capacity, or creation of an 'enabling environment' – the overall policy, economic, regulatory and accountability frameworks within which institutions and individuals operate and the relationships between institutions, both formal and informal;
institutional (or organizational) capacity – the overall organizational performance and functioning capabilities or organizations as well as their abilities to adapt to change; and
individual capacity – the process of changing attitudes and behaviors, usually through imparting knowledge and developing skills through training (learning by doing, participating, owning, being motivated, accountable, responsible, and managing better).

9. Preparation of the thematic assessments was based on several activities:

a) capacity level analyses (systemic, institutional and individual) in various institutions in Fiji. Most of these institutions were government stakeholders;
b) visits to project sites and interviews with many stakeholders in the two main Fiji islands;
c) interviews with non-government stakeholders;
d) desk appraisal of relevant Fiji legislation;
e) appraisal of activities undertaken as part of Fiji's national biodiversity strategy and action plan (CBD) and Articles under the CBD;
f) appraisal of Fiji's reporting on conventions and to relevant international fora (e.g. BpoA, Mauritius Strategy, World Summit on Sustainable Development, the UN Commission on Sustainable Development, Millennium Development Goals); and
g) assessment of obligation management and the meeting of national strategic development plan targets by convention focal points (Department of Environment (for the CBD and UNFCCC), and Department of Agriculture (for the UNCCD)).

2. Assessment Process

10. The following procedure was used to identify and assess the cross-cutting issues relevant to the three conventions:
(i) based on the thematic assessments of each convention, specific programmes and projects of concern were identified randomly
(ii) the three thematic assessments were reviewed and issues (capacity constraints) in each were identified and listed by each convention (Table 1);
(iii) ultimately the constraints were common to all of the thematic areas were identified and ranked in order of priority (i.e. the most commonly discussed (or of concern) to stakeholders) and listed under common headings (Table 2).

11. The **CBD** identified 17 issues:

- poor communication between stakeholders. This problem was common to line ministries, government statutory bodies, NGOs and community groups (refer: Stocktake report);
- need for coordination and strategic actions;
- reporting on and implementing international conventions. Fiji's reporting on environmental conventions (e.g. CBD, CITES) was often delayed or absent;
- updating legislation. Only some of ;
- capacity building;
- professional training;

- clear mandates needed for government department stakeholders;
- invasive species;
- coordination and awareness-raising needed at top government level – political commitment;
- national ownership of biodiversity programmes;
- effective responses to public concerns;
- implementing legislation;
- centralizing information;
- provision of incentives – e.g. career paths, enhanced conditions;
- financial mechanisms and resources;
- comprehensive national action plan;
- effective management of forestry and fisheries

12. The **UNCCD** identified ten issues:
- institutional networks
- public awareness and education
- training
- scientific research and monitoring
- overarching policies and legislation
- sustainable forest management
- watershed management
- integrated coastal zone management
- poverty alleviation
- institutional strengthening (Land use, NDMO, Fiji Meteorology Bureau)

13. The **UNFCCC** identified 16 issues:
- information and scientific research
- institutional strengthening (Dept of Environment, DISMAC, Landuse)
- overarching policies / legislation
- monitoring and evaluation
- ownership of projects – regionalism over nationalism
- land use management
- watershed management
- processes and procedures
- international convention reporting
- funding mechanisms
- political commitment and vision / governance
- coordination: strategizing and implementing
- integrated coastal zone management
- public awareness
- incentive actions
- renewable energy and CDM (Clean Development Mechanisms)

Table 1. Capacity Constraints by each Thematic Area

UNCCD	UNFCCC	CBD
Institutional Networks	Information & Scientific Research	Communication between stakeholders – coordination; strategizing; implementing
Public Awareness & Education/ Training	Institutional Strengthening	International conventions – reporting
Scientific Research & Monitoring	Overarching policies/ Legislation and Acts	Legislation – updating
Overarching Policies /Legislations	Monitoring & Evaluation	Capacity building of personnel
Sustainable Forestry Management	Ownership of projects – Regionalism over nationalism	Professional training
Watershed Management	Landuse Management	Stakeholders identified (department mandates)
Integrated Coastal Management Zone (ICZM)	Watershed Management	Invasive species
Poverty Alleviation	Process & Procedures	Effective top-level
Institutional Strengthening	International Convention reporting	Coordination & awareness raising at top government level – political commitment.
	Funding Mechanism	Ownership of national biodiversity programmes
	Political Commitment vision – Governance	Responding to the public
	Coordination – strategizing; implementing	Centralized information
	ICZM	Career paths salaries (incentives)
	Public Awareness	Financial resources
	incentive action	Comprehensive national action plan
	Renewable Energy and Clean Development Mechanisms (CDM)	Implementing Legislation

Table 2. **Common cross-cutting issues**. (It was agreed that those issues written in italics would be addressed by attention to the other issues, as would some of the issues first identified – e.g. forestry and fisheries.)

Institutional Strengthening & Capacity enhancement (including professional training)
Institutional & Cross-sector Networking & Coordination
All-level Public Awareness & Education
Overlapping Policies & Legislation; development of legal framework

Forest, Watershed & Landuse Management
High level support & capacity to implement legislation & convention obligations
ICZM (including wetlands)
Poverty & Environment Link
Sustainable Finance
Monitoring, Data Collection, Research & Reporting (including access to information)
Ownership of Projects (National; Regional)
Invasive Species

14. The identified cross-cutting issues were taken to stakeholders in the Western and Northern Divisions and discussed, also with the Steering Committee in Suva. The findings of the consultations were compiled as a draft report which was then circulated to the Steering Committee for its input and comments; the report amended accordingly.

3. Cross-cutting Issues

15. The following are the cross-cutting issues common to all three thematic assessments:

(1) Policy and Legislation
(2) Institutional Networking
(3) Performance and Reporting Requirements
(4) Financial Mechanisms
(5) Systematic Research and Monitoring
(6) Training and Education
(7) Raising Awareness
(8) Capacity Building (Institutional Strengthening)
(9) Cross-cutting (individual) Projects

4. Assessment of Cross-cutting Issues

4.1 Policy and Legislation

16. Each convention requires appropriate legislation and policies. However, overall weaknesses identified in fulfilling this requirement include
a) isolation and fragmentation of policies and legislation (i.e. they are done in the absence of networking and good communication between stakeholders, often cut across different line ministries, and just as often duplicate each other),
b) lack of a decentralized, participatory approach (e.g. lack of community support),
c) lack of follow-up (e.g. awareness raising in the community and among stakeholders), and
d) ineffective legislation (for example, poor implementation or enforcement).

17. *Constraint*. Another problem with development of legislation is that it often is reactive (evidenced in the slow development of climate change legislation and absence of legislation

dealing with bioprospecting, economic use of genetic material, invasive species legislation, and fair provision for traditional knowledge and ownership).
Solution. The Government should be proactive in its approach to legislation. Problems arising from poorly-formulated or absent legislation are costly (in trade, in environmental health). For this reason, a separate section or unit should be established within the Department to review and develop legislation; its programme would include liaison with relevant stakeholders and the Solicitor-General's Office. (And see paragraphs 19, 21.)

18. *Constraints*. Commonly, policies and legislation are developed at senior Government level often in the absence of extensive consultation with stakeholders; this practice usually results in legislation being 'imposed' and ultimately it has difficulty in gaining popular support. One reason for legislation being developed the way it is, is the long time it takes for public consultation. Nevertheless, public involvement is basic in any sustainable, environment-related regime. This matter is demonstrated when comparing Fiji's older legislation (which generally marginalized stakeholders, and is ignored) with newer legislation (in which formulation there have been attempts to some extent and has been rewarded by public familiarity. Even though relevant public may be familiar however, frequently there is no adherence to the law. Therefore, the possible solutions are two:
Possible solutions. (i) Policy makers should attempt to include public concern in their policy formulation as without the involvement of the community, the effectiveness of policy and legislation is much reduced. A greater consultative approach is therefore required: the time taken will be rewarded by greater public support.
(ii) Effective policing and penalty process is required also to effectively implement legislation. The government does not want to find itself in a situation where, some years later, it is obliged to pay compensation for pollution (e.g. the situation in the Qawa River in Labasa, and Suva Harbour) because it did not enforce the laws that deal with pollution. The Department of Environment therefore, should either establish a separate section or unit for enforcement (implementation) and monitoring of legislation (e.g. for the Litter Decree 2008) and/or enhance the existing capacity of its existing Waste Management and EIA enforcement and monitoring units.

19. Further *constraints and solutions* on legislation. (i) Most existing legislation is based on a single issue – e.g. land use, drainage, factories, pesticides, irrigation, rivers and streams – and needs to be revised on an ecosystem basis. This activity would recognize that legislation concerning one particular environmental matter cannot be conducted in isolation of other environmental aspects, because they are all interconnected (e.g. logging of forests affects rivers and land use; quarrying affects rivers and land and riparian vegetation; increased sedimentation from logging, poor farming practices, and poorly-planned human settlements affect the coastal environment). (ii) The size of penalties, and the manner whereby penalties are extracted (through the courts, or on-the-spot fines) should be appraised on a 'cost-benefit analysis'. For example, where small penalties are identified, the cost of recovering those penalties through the court system can be prohibitive in time and resources, and an on-the-spot fine system should be favorably considered – e.g. to enforce the Litter Decree 2008.

20. *Constraint*. Moreover, the criteria for developing any policy should be based on the basic principle or mandate of a given organisation. A case to note as an example is the jurisdiction

over 'conservation' of soil and water resources between EMA under the Department of Environment and the Land Conservation and Improvement Act under the Ministry of Agriculture. Another example is provided by the conflicting legislation of the Fiji Quarantine service (which is empowered to inspect but not seize) and the Fiji Customs Authority (which is empowered to seize but not inspect).
Possible solutions. (i) If in the case where there are overlaps in mandates, then this should be carefully reviewed so that the parties are able to work effectively together and hopefully be supportive of the other's policies or legislations. If that step fails then only one institution should be given the overriding jurisdiction over the other institution(s). (ii) Ultimately, the Government should review its structure, with special attention to identifying separate mandates for each entity within Government[1].

21. As identified above, legislation in Fiji that refers to the three Conventions in any cases is in need of review. Some of those laws are listed below. However, there may be several grounds for the reviews (as well as those identified above), and these are yet to be determined.
Solution. As part of its work, the Department of Environment's legislative review and development section (identified above, paragraph 17) should seek the views of all stakeholders (including members of the National Environment Council and the National Planning Office) on current legislation.

22. Relevant pieces of cross-cutting legislation that require immediate review are:

- Agricultural Landlord and Tenants Act Cap 270. The legislation conspicuously does not address limits to the use of farmland. Issues such as retaining remnant vegetation, preserving groundwater quality, soil compaction, and enrichment of surface water are all neglected in the Act. An appreciation of environmental sustainability should be addressed by the Act.

- Climate Change Policy or Regulation under EMMA 2005 to be inclusive of post-Kyoto Commitments. This bill will cover issues such as saving of forests, lowering of carbon emission through fossil fuel switch, utilizing renewable energy such as from solar, wind and hydro, biodiversity protection and resource management; also methane capture.

- Environmental Management Act 2005 and Regulations 2008 [EMA]. This recent legislation needs to be reviewed to take into consideration the following: (a) Convention commitments (no provision is made); (b) post-establishment environmental audits of industries and commercial developments (presently the Act only requires EIAs for new developments), (c) carbon trading (not addressed), (d) more effective implementation of its provisions for natural resource management (e.g. the required Natural Resource

[1] An example is provided by Fiji's Interim Attorney-General ('Basics First, A-G tells FABC', www.FijiLive.com, 3 Dec 08): "For instance, our Trade Commissioners based overseas come under the Commerce Ministry but the bulk of their work is through the Fiji Islands Trade Investment Bureau … so we need to look at some sort of structure to take this into account," Sayed-Khaiyum said. "Part of the problem also is that a lot of government ministries act in their own fiefdoms. "This is a systemic problem that has gone unchecked for ages." He said the Government would like to work towards a truly 'one-stop shop'.

Inventory), (e) the effective management and use of the funds in the Environmental Trust Fund established under the Act, and (f) inadequate attention to biodiversity and conservation. It is acknowledged however, that the capacity constraints faced by the Department of Environment may contribute to the shortcomings. For example, whereas §13 of EMA states that the Department must have a unit responsible for resource management[2], the duties of that section are very considerable; presently the Department has just two staff and one volunteer attempting to perform those duties and overlapping on other duties (such as reporting on Conventions).

- Forest Decree 1992 and Forest Policy 2007. The Forest Decree is being reviewed. The Sustainable Land Management provisions of the Forest Policy need to be implemented, as well as the relevant policies related to mangrove protection and commercial mangrove harvesting ban identified in the Fiji Forest Policy.

- Irrigation Act Cap 144A. The Irrigation Act is an instrument designed to optimise agricultural production – environmental needs are non-existent. For example, under the legislation farmers can be compelled to remove vegetation from their land, a policy that can contribute to massive environmental degradation.

- Land Conservation and Improvement Act Cap 141 This is currently being reviewed. Fiji really needs legislation that will ensure sustainable land management practices are observed, implemented and properly monitored.

- The Mangrove Management Plan (1984 and 1987) and the attendant National Policy Plan for Fijian Mangroves (1986) need to be reviewed and legislated.

- National Biodiversity Strategy and Action Plan (NBSAP) needs to be reviewed in line with the National Environment Strategy (1993[3], and a more recent one yet to be prepared). The Department of Environment should take a more active role in NBSAP's implementation rather leaving it to NGOs and academic institutions; however, that constraint is imposed largely because of lack of resources in the Department.

- National Trust for Fiji Act Cap 265. Although this Act is comprehensive in its purpose, it contains no advice on how the purpose can be fulfilled. It is also caught in a middle ground of being required to look after the nation's environment but being without guidance on how to do so.

- Roads Act Cap 175. This Act enables the construction of public roads. However, there is no provision in the Act for environment considerations when so doing.

- Rural Land Use Policy needs to be reviewed and endorsed.

[2] Interestingly, only about five sections of EMA are given to resource management, while more than 30 are given to impact assessments, waste management, penalties, and the like.
[3] Watling, D. and Chape, S. 1993. *The National Environment Strategy Fiji*. Suva: Government of Fiji and IUCN – The World Conservation Union.

- State Lands Act Cap 132. This Act provides for foreshore development and the sale and leasing of State land. Little thought is given to environmental issues in leasing decisions – and in view of the existing trend in Fiji to 'develop' (or degrade) foreshores, this Act requires attention.

4.2 Institutional Networking

23. *Constraints*. Institutional linkages are poorly defined with no established link between policy development and economic planning. Also, there are too many agencies with poorly-articulated structures and often overlapping or conflicting agendas. Unclear mandates lead also to ill-defined responsibilities. There also is low participation at high-level decision making; and committees and sub-committees are often formed but less often meet (e.g. National Committee on Sustainable Development's Committee). Vision and mission statements and corporate plans are loose and general, and lack clear articulation of milestones, resource allocations, and tangible outputs. The lack of clearly defined mandates and organisational autonomy between government departments is an impediment to institutional networking.
Solution. Undertake a review of Government institutions relevant to the Conventions to ensure that individual mandates and responsibilities are clear.
The working criteria (Terms of Reference) of relevant committees, the committees' duration and outputs should be reviewed and overlapping mandates removed. Examples include the Climate Change National Steering Committee, the National Environment Council and the National Committee for Sustainable Development. Participation by all stakeholders on such committees (if the committees are worth continuing) should be encouraged.

24. *Constraint*. Commitment and broad Government support will only come about through properly structured linkages that engender a sense of ownership and responsibility.
Solution. Improved institutional frameworks and linkages are needed, perhaps through agreement on Memoranda of Understanding (MOU) for inter-ministerial, inter-departmental and other stakeholder collaboration. An integrated management approach is needed to addressing the environment in Fiji. For example, presently the Department of Agriculture promotes the use of certain chemicals while the Fisheries Department ('downstream', so to speak) discourages the use of chemicals because of the negative effect they have on the inshore environment.

25. *Constraints*. Government departments generally do not communicate effectively with each other resulting in a lack of coordination with focal points and with other stakeholders (in industry, private companies, NGOs and community-based organisations). Lack of stakeholder involvement in planning engenders poor programme performance, duplication and non-realization of identified outcomes.
Solutions. Enhancing communication would lead to greater participation and involvement; coordination across ministries is needed to manage development and environment. The Fiji Government should put in place measures to ensure effective communication and information exchange. Attendance at, or hosting, international or regional level programmes, workshops and seminars that regularly promote interaction across conventions should be encouraged, as should the establishment of a dedicated web-site for advice and sharing of information (e.g. paragraph 26).

26. *Constraint*. Following from the previous constraint, dissemination of information at the national level is inefficient, meaning that not only are politicians and public servants uninformed, but the loss of biodiversity and the losses of goods and services that accompany that loss are not properly understood, documented, and raised to public consciousness. There is no formal arrangement for information sharing. Because of this, and the lack of their involvement in initial programme planning, individual stakeholders tend to gather and hold their own data and are less inclined to share it. This situation leads to considerable inefficiencies in programme delivery and use of resources. Ownership of information is influenced also by donor funding.
Solutions. Appropriate mechanisms for information exchange should be initiated. These may include the establishment of a centralized information system or clearing house mechanism, and requirements for information sharing set out in MOUs between stakeholders (notably NGOs).

27. *Constraint*. In some cases (e.g. the Department of Environment, the Department of Fisheries) the vision and mission statements and corporate plans do not include mention of Acts under which the institutions operate (or are hazy), partly because their staff are ignorant of the contents of those legal instruments.
Solutions. Vision and mission statements and corporate plans should be inclusive of convention obligations, and those obligations clearly identified in the statements. Line ministries have specific Acts; these Acts should be enhanced or better align with focal point (Department of Environment; Department of Agriculture) commitments under the different conventions.

4.3 Performance and Reporting Requirements

28. All three of the conventions require parties to report to the Conference of the Parties (COP). The preparation of the reports has usually been supported by donor agencies (e.g. UNDP-GEF; SPREP) – mainly because dedicated funding to undertake the reporting has not been budgeted for in the domestic (Fiji) budget. The financial dependency on donors makes the reporting vulnerable to changes in donor priorities, in turn leading to occasional non-reporting.

29. Although the responsibility to reporting regularly on the conventions lies with the focal points (Department of Environment; Department of Agriculture) the task of reporting is rarely identified in the job description of the person (or persons) tasked with reporting. This means that reporting is an 'add-on' to the person's other duties. Also, because reporting to the COPs is not identified in the focal points' budget requisition, accessing additional funds from the government budget for reporting usually cannot be done.

30. Reporting on convention obligations can only be done by an experienced person familiar with all aspects of the convention(s) and activities undertaken by the focal point(s) and remaining stakeholders. Less than a handful of people in Fiji are competent enough to undertake the task; moreover, the additional work required may result in lack of reporting, or poor (hasty) reporting. Time, resources and technical capacity are required for reporting. Each focal point should have dedicated staff to perform this function. The attendance of more and better-qualified

delegates to international meetings, using expertise inside and outside government, would be an advantage.

31. A central, integrated information management system or clearing house mechanism dedicated solely to management of international treaties and conventions, would greatly strengthen capacity to report to the COPs, manage programmes and projects, and meet milestones. The information system could be centered in the National Planning Office with links to the focal points and relevant line ministries, statutory authorities, and national policy planners.

32. At the same time, a review of the relevance of international treaties (signed and unsigned) is needed.

33. Another issue that is problematic, is the liaison and monitoring of programmes and projects carried out by stakeholders (e.g. NGOs) under each convention. Such activities involving more than one organisation or department should be performed under the auspices of a MOU (that states, for example, clear deliverables, time frame, and resource uses, and agreed area of work). A liaison person, or a project manager in the focal point, should be charged with monitoring activities under the MOUs.

4.4 Financial Mechanism

34. A lack of adequate funding is one of the most significant factors negatively affecting implementation of convention objectives. Because government budgetary allocations are limited, focal points and stakeholders are forced to rely on outside sources. Those sources in turn are not secure because of changing donor priorities, and usually they are short in duration. Another common issue is the use of secured donor funds to cover human resource costs (e.g. salaries) within the focal points.

35. Allocated government funding is also unreliable over the long term, as it depends on alternative and competing priorities. Even so, appropriate budget allocations can be made if stakeholder mandates and responsibilities are clearly identified when the focal points (and other government stakeholders) submit their annual budget requests and political awareness and support are enhanced – if links to environmental health, social welfare (poverty alleviation) and sustainable development have been demonstrated effectively.

36. All too often, government stakeholders may rely on a few donors (e.g. UNDP-GEF) instead of sourcing funds from the wide range available. This situation reflects a lack of financial sourcing management and expertise (a common impediment in government). In other words, funding often exists (e.g. the Adaptation Fund under the Bali Plan of Action (COP 12), sourcing Carbon Trading Funds from the compulsory and voluntary market under the Marrakech Accord, and through the GEF) – but what is lacking is the capacity and resources to identify and access that funding. Accessing funds is competitive.

37. Access therefore, is the key restraint to funding. International, domestic and regional donor funding opportunities should be actively sought and to be effective in that search, focal points

and other stakeholders must each establish the position of resource person whose job it is to prepare proposals, be familiar with donors and their funding cycles, and submit timely applications.

38. Access to funds can be enhanced if it can be demonstrated that the projects for which they are identified are viable and worthy; government departments and focal points often fail to do that (projects linger on, lack enthusiasm, their outputs unclear). A review of all convention-related projects since acceptance of each convention should be carried out as a matter of priority.

39. Policies that generate income for biodiversity, combat desertification and climate change adaptation and mitigation should be implemented; e.g. user-pay policies such as levies on access to conservation and coastal recreational areas on logged timber and cleared hectares for agriculture. A review should be carried out on the user-pay system in Fiji (as far as it is practiced) with objectives including enquiry into its success in generating revenue and the amount of oppositions it received, if any.
The EMA contains many legislated activities that recoup money through penalties and inspections, but many of those activities are not being carried out by the focal point. User pay should reflect initiatives that are private sector market driven and not formal sector driven projects. There is a big difference between the two, it is important to note that the market is changing exponentially in a very small span of time. For example, in the forestry, agriculture and marine sector are usually traded in quota and/or volume basis, such as the sugar industry, but the market does not need volume only it also demands value added to the volume.
In the area of climate change, proper adaptation and mitigation options are crucial in protecting vulnerable coastal areas. Thus coastal and civil engineers in government are allowed to be engaged as consultants outside their normal civil servant working hours. The capacity building of governmental workers seems to be focused on a lot of short term skill training locally and abroad, scholarship opportunities to enhance their academic careers, workshops, conferences and meetings, locally and abroad, but the mechanism to hold them and allow them to generate income for the government is very much lacking in almost all sectors of technical expertise. Areas that should be looked at are the follow:

- Weather forecast personnel at FMS
- Environmental Scientist at DOE
- Civil Engineers and Constructions workers at PWD
- GIS expert at the Forestry and Agriculture Department
- Mineralogists and Geologists at MRD
- Vets with the Ministry of Agriculture
- Etc.

40. A novel yet workable way of resource support identified at one of our stakeholder meetings is the establishment of a mechanism to transfer (share) equipment, training personnel, and technical items both between government organisations and NGOs. By such a mechanism, considerable financial savings could be made, communication between organisations enhanced, and monetary allocations could be better traced. (See also paragraphs 24, 38).

41. Money generated in that fashion can be put into a conservation trust fund – or the Environmental Trust Fund identified in Section 55 of the EMA. According to the Act, the money can be used for *(a)* payment for debts for nature swaps; *(b)* payment for necessary expenses incurred in the negotiation, monitoring (including the retention of technical experts), investigation or analysis of any matter or the undertaking of any environmental monitoring or audit programme; *(c)* payment for environmental rehabilitation work; *(d)* payment for research programmes; *(e)* if necessary, payment for refund of environmental bonds and security of costs; *(f)* payment of rewards under this Act (EMA, §55). The key point pertaining to the Trust Fund is the effective management and use of the funds. The Department of Environment's ability to perform those tasks to date has not been demonstrated (e.g. NBSAP problems) as they rely on (1) sound financial management, and (2) clear project management and identification of strategies.

42. The Environment Trust Fund can be used to support the development of alternative livelihoods – for example, the FLMMA practices awareness raising combined with alternative livelihoods. By being able to access the fund, landowners could be encouraged to safeguard the forest environment rather than logging being their only form of cash income.

43. The Department of Environment established the Environment Trust Fund in late October 2008. It may contain monies already (e.g. from registration of EIA consultants and companies fees for EIA). Another fund should be taken from the Tourism sector for the use of marine ecosystems such as water spots, diving and snorkeling. This fund should be monitored by the DOE but made access to –i-qoliqoli owners whose marine sites are being fully utilized by large tourism corporate bodies that daily traverse the vast expanse of the Yasawa-Mamanuca Sea. Currently these funds are being used by FIRCA as bed tax and AFL's departure tax, these should be transferred from these institutions and channeled to the DOE but made access to resource owners because of their status as resource (i-qoliqoli) owners.

4.5 Systematic Research and Monitoring

44. The basis for effective decision making and implementation are sound research and monitoring activities. Presently however, there is no integrated research and monitoring strategy within government and coordination of research and implementation of research results are slow (this constraint is common to individual government departments, other institutions and NGOs). Lack of coordination and information sharing encourages tremendous inefficiencies in applying research results to development and also wastes resources.

45. In an attempt to remedy this situation, the government recently (October 2008) announced the establishment of a Fiji National Research Council (FNRC) to centralise all Government research. Environment data also will be kept in the FNRC. It is not yet known whether the FNRC will oversee and coordinate all research and monitoring of environmental and biodiversity issues in Fiji. At the very least, it (1) should be instrumental in developing a policy for data acquisition and national ownership of that data, and (2) establish a central database for all convention-related information on Fiji. A central, integrated information management system or clearing house mechanism is an urgent need for Fiji. Within the Department of Environment focal point, for example, there is limited access to information on Fiji's fauna and flora, made worse by the

departmental library's catalogue not being available on the department's internal information network. Information in regard to the inventory of GHG such as emission from economic and transportation sector, vulnerability assessment, specific climatic and weather information in regard to climate variability and conditions of Fiji for example impact of sea level rise on coastal zones, oral literature of traditions and customs, resilience of community to face changes in global weather systems, adaptation and mitigation options in the forestry, agriculture, food security, coastal zone management and water management are also crucial information that needs to be stored within the Department of Environment.

46. All convention-related projects should be monitored by relevant government and statutory bodies. This measure will ensure national participation and some level of ownership of the work carried out and the information gathered, facilitate skills development by nationals, and ensure that projects are performed under an (the?) agreed national strategy. Lack of capacity within some NGOs and line ministries to undertake technical research and monitoring has been consistent in Fiji.

47. Adequate and capable staffing of the FNRC is also critical. Importantly, the FNRC should not become a duplication of existing, independent research centers (i.e. the USP and FIT): MOUs should be established between the FNRC, convention focal points, all relevant line ministries and associated stakeholders (notably NGOs) and active liaison performed to ensure that all Fiji natural resource information is available. FNRC should also be seen as not duplicating the work mentioned in section 48.2 above.

48. Within the NGO and academic stakeholder communities integrated research and monitoring is limited (and in some circumstances, competitive) and is not performed within a defined strategy. It is often carried out in piece-meal manner, depending on the interest of the academics and the donors of NGOs. Under that scenario, coordination of research and implementation of research results is slow. A comprehensive, national strategy/action plan for biodiversity conservation in Fiji has yet to be fully implemented however. One of the components of the NBSAP which has not been fully utilized is the issue of putting cost to the Payment of Ecosystem Services (PES) for example, valuation of Ecosystem services such the value of a mangrove in the protection of foreshores, value of a tree in sequestrating carbon dioxide and the value of coral reefs for nursery and wave dissipation services. These are important to compensate when major developments such as tourism developments takes places in coastal areas where resource owners or stakeholders, in particular indigenous communities are directly dependant on the services of these natural systems for their subsistence and economic livelihood.

49. An important ingredient of research is feedback, follow-up and dissemination of information. There should be a central coordinating body for structuring research within Fiji: the National Environment Council's role should be expanded to take on this responsibility. This is a very important updating mechanism in government; it is also an important tool of negotiation. Lead agencies, supporting agencies and in line ministries under their working conditions should provide presentations and feedbacks for updating and exchange of information to focal points upon their return. These are very critical and strategic procedures to get in par with the current updates and opportunities available locally, regionally and global since information is power.

50. A Climate Change Institution should be established in Fiji. Its purpose would be to provide technical research on climate and weather modeling, sea level rise, vulnerability and adaptation, and integrated coastal zone management (ICZM). Specific consideration should be made toward enhancing a fully committed, specialized and technical unit for carbon trading. This should supplement the recent cabinet decision on the 10th of October, 2008 to reactivate and re-engage Fiji's commitment to the Kyoto Protocol under the Marrakech Accord in 2002. This unit is tasked to manage national projects. These are renewable energy projects such as hydro, solar, wind and generation of electricity from geothermal hot springs. Biomass project e.g. Conversion of fallow land into fuel wood. Bio-fuel e.g. production of Ethanol from Cassava and Molasses. Bio-diesel- e.g. production of coco diesel from coconut oil and jatropha. Reforestation projects e.g. replanting of logged areas afforestration - e.g. planting of forest on degraded land. Biodigesters – e.g. bundling of integrated piggery and waste management plant (village level).

51. As identified in the EMA, the Department of Environment must have a unit responsible for resource management. Its functions include formulating and reviewing the Natural Resource Inventory and formulating, implementing, monitoring and reviewing the National Resource Management Plan. This work, not yet commenced, must be undertaken as a matter of urgency. For climate change issues this is very important, since conservation of forest for carbon sinks will be one of the major goals of Copenhagen COP 14 meetings to be included in the CDM related programme under the Carbon Trading scheme of the global Compulsory Market.

52. National surveys and assessments should be undertaken on (1) the status and causes of land degradation in Fiji, (2) national land use in Fiji (3) forest and forest cover survey and (4) natural resource inventory. Specific timeframes for review of surveys and assessments for updates of developments as monitoring and evaluation purposes.

4.6 Training and Education

53. All three of the conventions identify training and education as underlying, specific intentions. Our experience identified two levels of training and education – professional training and in-house training.

54. Professional training. Management of programmes and projects under the three Rio conventions depends on staff with professional expertise in the different subject matters. In Fiji, almost all of those who manage such programmes have completed their (generally tertiary level) professional training either at USP or overseas. It is imperative that the education systems should reflect Fiji's position in local, regional and international level, thus professional training are to be tailor made to suit Fiji's needs. For example specific enhancement of technical colleges in Fiji, such as the Nadave Technical School at Nausori. Should be enhanced to support Fiji Institute of Technology in the area of agriculture, forestry and fisheries. Technical skills taught at FIT in the area of the major areas of engineering, namely; mechanical, civil and electrical engineering, should be **beefed up** to allow more intakes at extension centers nationwide. Secondary schools in Fiji are to be enhanced to speed up there teaching of these technical units in their curriculums. The private sectors are to be engaged as part ownership of these institutions which relates to their specific marketing needs and corporate goals.

55. Accessing overseas training requires availability and winning of donor-supported scholarships or direct or privately-sponsored study. All of these are limited, meaning that Fijian nationals with professional specialist skills are few. The shortfall then either is overcome by engaging expatriate professionals as consultants (at considerable cost to the government), relying on NGOs to manage projects, or not carrying out the projects at all. For Fiji nationals who complete general tertiary courses at the USP or FIT (e.g. in biology, agriculture, natural resource economics, climatologists) any desire to continue with post-graduate study is curtailed by limited funding and research programmes (and supervisors).

56. We recommend that existing tertiary curricula in Fiji at the USP, FIT, University of Fiji and Fiji College of Advanced Education relevant to biodiversity, climate change, and land management be appraised and revised. Indeed, Article 39 of the NBSAP (under Focus 2, Improving our Knowledge) requires that a review of Government's and the USP's role in biodiversity research be undertaken with the Department of Environment nominated as the lead agency (nothing has been done to date). Subjects that should be available include forestry, archaeology and traditional culture, taxonomy, environmental law, natural resources economics, sociology, climatology, geophysics, geochemistry, anthropology, soil science, agronomy, land management, soil chemistry, agro-forestry, remote sensing, information science, GIS (Geographic Information Systems) and software engineering. Some of these courses already are offered at post-graduate level or as units within courses (e.g. geology and coastal engineering; the Environmental Studies Programme at USP). Overall, there is a strong case for ensuring that Fiji's (and the region's – USP is a regional university) tertiary institutions train nationals to manage ('own') their own country's environment and development needs.

57. The cost of providing such courses is acknowledged however (recruiting lecturers, field work, equipment). The Government therefore may prefer taking the option of providing scholarships for study in some fields – such as sustainable land and forestry management, anthropology, geophysics, and so on. Provision of scholarships also could form part of MOU conditions for NGOs. It should be noted here too that within each government ministries there are specific policies and corporate goals that mandates them to fulfill millennium development goals (MDGs). In light of these, specific conditions are given to member countries who signed up the MDGs in 2001 to work together in enhancing their capacity building in tackling the eight (8) MDGs in their own countries. Fiji is also a party to this, and special conditions of enhancing career, knowledge and information transfer and up skilling from developed countries should be fostered. In-house training should be facilitated by bringing international standards and merits to workplaces of stakeholders in government, for example the only ministry doing this is the Ministry of Labor, which brings together the international standards of ILO under their Employees Relations Promulgation Legislations and OHS Act. These standards are vetted by top and renowned academic institutions from Britain and Europe. In this manner, costly scholarships abroad are avoided, at the same time, leveling up of local to be compatible with the international standards is also achieved.

58. Curriculum development at primary and secondary education levels should not be ignored. Again, nothing has been done to achieve the priority action (number 31) in the NBSAP that states 'Review the secondary school curricula and if necessary, modify relevant learning areas

incorporating current knowledge of Fijian biodiversity and the value of traditional ethnobiological knowledge' (Ministry of Education the nominated lead agency). Traditional knowledge and practices should be integrated with formal environment education curricula. Article 42 and 12 of the UNFCCC should be fully integrated into the geography units at secondary level. It is imperative that thematic topics such as impact of sea level rise on coastal communities are emphasized

59. In-house training. Should be realigned with the section 60 above. In-service training (e.g. in quarantine, forestry, fisheries and weather forecasting) is provided on an ad-hoc basis by regional organisations and donors. However, follow-up or more advanced training is rarely offered. Lack of training materials (cost) is another impediment to maintaining a (government) workforce abreast of needs in their portfolios. Professional development courses for government workers in biodiversity, culture and tradition, climate change, agro-forestry and land-use, is largely lacking. This lack particularly concerns teachers: if curricula are developed to address biodiversity, culture, climate and effective land management, certainly teachers must be given access to awareness or professional courses in those fields.

60. All NGOs, at least, should be required to carry out a training component for local counterparts in all of their projects.

61. A converse in-house training component worthy of follow-up is overseas (or local) staff attachments – e.g. to the Australian Quarantine Service, New Zealand or Australian departments of environment, water resource management, fisheries … Arrangement for these attachments could be made with their consulates in Fiji in consultation with the FNRC (see paragraphs 44 and 66).

62. Human resource management training (e.g. management, team building, negotiation, mediation, project management, leadership, delegation) is noticeably lacking in line ministries and statutory bodies. Can the Training Productivity Authority of Fiji (TPAF) initiate a regular training programme here? Specific considerations should be carried out to fill in the gaps of what is taught at institution and what is actually undertaken at workplace. For example the Ministry of labor has been taking initiatives with TPAF in the area of productivity on ISO140001and Green Productivity etc. The DOE should also take these initiatives with TPAF on EIA, Solid and Liquid Waste Minimization programmes and Resource Management. FMS should also follow suit in the area of weather forecasting, the Local Governments, Town and Country Planning should likewise utilize similar initiatives for Surveying and Planning whilst the Lands Department should work on the Land Valuation and Compensation etc.

63. A final point in this section is the requirement that reporting and feedback from attendance at international workshops, meetings, and conventions be made compulsory. Reporting would be made to the line ministry (department or statutory body) and copied to the FNRC. A requirement of attendance at these international fora should include seeking training and funding opportunities for Fiji operatives (see also paragraphs 47 and 60).

4.7 Raising Awareness

64. Information is central to the development of individual capacity (or, 'information is power'). Part of this is ensuring that information exchange is effective (and, indeed, performed!); the other is actually raising awareness. Existing scientific and traditional knowledge of biodiversity, climate change and sustainable land management need to be fully utilized and made available to the public through education and awareness programmes. One of the major components of this resilience of the local communities to adapt to the extreme impact of climate change such as hurricane, inundation, and coastal erosion, loss of coral reefs from bleaching and long period of droughts associated with El Niño and La Nina phenomena. It is imperative therefore to engage the revitalization of ancient adaptation responses, techniques and knowledge in the area of food security and water management.

65. Special emphasis in awareness raising should be placed on the link between poverty (human well-being) and environmental health. Senior levels of government, senior managers of all stakeholders, the tourism industry, the judiciary, police and local government organisations, and focal point officers should not be overlooked: Department of Environment staff admit that they are often more ignorant about local fauna and flora than they are of regional flora and fauna, also of existing conservation initiatives in Fiji. However there is one area that can be utilized is the Socio-Impact Assessment section of the EIA. This is one area that the private sector is mandated under the EIA as one of the main conditions of EIA approval. Here, consultants are engaged (actually paid by developers) to provide awareness raising for those communities are to be directly or indirectly impacted by the developments taking place in their areas.

66. As the CBD, and UNFCCC focal point and Fiji's government guardian of the nation's environment, the Department of Environment has generally done little in raising public awareness at all levels of governmental related stakeholders. In the case of Fiji's biodiversity – although in the last couple of years the department's Education Unit has carried out environment awareness-raising in schools and village communities in some districts. NGOs also engage in awareness raising (some more than others – for example, NatureFiji-MareqetiViti regularly updates its website and produces awareness materials for schools; so does Live and Learn Environment Education). For climate change, institutions such as SOPAC, SPREP, FORUM Secretariat, and USP's IAS, PACE, MSP etc through their corporate goals have been updating related stakeholders at middle and senior management technical level with CC information, this even though is tactical, lacks comprehensive coverage of those personnel who have the power to move and change things at the top echelon of management and governance. It also lacks coverage for lower management and officer's level that are actually the frontiers of implementation and facilitation.

67. Lack of funds (itself a result of no or ineffective awareness raising) is a major reason for failure to raise awareness on the state of Fiji's environment. Other reasons are the absence of an overall awareness strategy (which, again, would be a natural subset of the absent comprehensive national environment strategy): the effect of small, ad-hoc or unstructured programmes (often conducted by smaller NGOs or in disconnected areas) is short-lived. An overall public environmental awareness strategy (a systematic approach) is required. It involves identifying and allocating resources, having access to training and extension materials, and trained extension

officers. In-service training may be required here (paragraph 58). Lack of fund can be improved by synergizing strengths of supporting legislations and policies from in line ministries, such OHS and ER legislations, the litter Decree and Public Health Act, Town and Country Act to increase their user pay capacities. This has never been pursued to fully maximize its benefits in generating income to the DOE.

68. Mechanisms must be found to ensure the sustainability of awareness programmes. For example, communities should be engaged in planning and implementing programmes (such as the successful and perennial ni-Vanuatu 'Wan Smol Bag theatre' or Papua New Guinea 'Raun-raun theatre' awareness programmes). All stakeholders should allocate a proportion of their annual budget for awareness raising. Regional NGOs, national and INGOs and religious organisations could be engaged – *provided that a public environmental awareness strategy is in place*.

69. One effective measure of environmental (including sustainable land use management) awareness raising is for the focal points to establish 'Quick Response' units – officers who respond immediately to public complaints on local environmental matters. A local example is the Department of Public Works' water supply response unit which responds within two-three days to reports of leaking water or broken pipes in the Suva area; the urgency of their response surely heightens the importance of lost drinking water to the Suva public. Is there any reason why a similar 'environment risk' unit would not do the same?

70. By decentralizing the Department of Environment (its only office is in Suva), environmental awareness throughout Fiji would be enhanced significantly. Environment sections should be (re-) established in the NLTB, Department of Forestry, Fiji Electricity Authority (at least), other large companies (e.g. Fiji Sugar Corporation), and local, provincial and district councils. Regular contact and liaison with the Department of Environment on environmental matters and distribution of material would enhance their effectiveness.

71. There are a variety of ways in which environmental awareness can be raised. For example, dual language media programmes, regular radio broadcasts in local languages, weekly columns ('children's corner') on climate change and Fiji's fauna and flora, talk-back radio sessions, amateur plays (as in 'Raun-Raun Theatre') and monthly or weekly columns in local newspapers and/or on television (SeaWeb, a regional NGO, has been effective here already). Awareness programmes, of course, need to be locally accessible: money is wasted if internet or television awareness programmes cannot be accessed. Inevitably, funds to provide awareness training can be an impediment – but with innovative sourcing (e.g. paragraphs 37 and 41) it can be available.

4.8 Capacity

72. Many of the points discussed here have been identified above.

73. Systemic level

a) Responsibility for achieving the objectives (obligations) of the conventions is fragmented, as it is distributed between several ministries and statutory bodies. Priority given to meeting the convention objectives generally is low, caused either by lack of environmental awareness, sufficient expertise, funding, or even unclear allocation of responsibility.

b) Some of the existing legislation relevant to management under the three conventions is overlapping, inconsistent or biased; climate change legislation is lacking. Even if legislation or policies exist however, implementation and enforcement is minimal and penalties are weak.

c) Although considerable information has been gathered on the status of convention obligations in Fiji, it is retained in line ministries and focal points and is not accessible to the public or education centers; i.e. dissemination of environmental information is problematic.

d) A significant capacity feature in Fiji is land tenure. More than 90% of land in Fiji is owned by native (original) landowning units and various pieces of legislation (e.g. Native Lands Act Cap 133, Native Lands Trust Act Cap 134, and the Agricultural Landlord & Tenants Act Cap 270. Implementing obligations in all three Rio conventions is influenced in some part by the land tenure system in Fiji: reaching agreement on land use between conventions and legislation requires careful and painstaking negotiation between government, convention stakeholders, and landowners.

e) An obvious need is an overall strategy for capacity enhancement in environmental portfolios.

74. Institutional level

a) Coordination and dissemination of information between ministries and between focal points and stakeholders is poor. Under this scenario, implementation of convention obligations is difficult. The ability of the focal points (Department of Environment and the Department of Agriculture) to facilitate coordination is limited. Convention-related meetings are irregular and between non-government stakeholders, there is little participation and involvement (failure of MOUs is one element of this).

b) When taking in all stakeholders, the technical capacity exists to undertake the obligations of the three conventions; but in reality that capacity is limited because it has to cover a wide range of competing, or alternative, tasks and is engaged across several ministries and statutory bodies. The specialized nature of the three Rio conventions means that specialist professionals are needed, and in Fiji these are few in

government (paragraphs 53-55). Added to that, sub-optimal work conditions may induce some of those professionals into NGO, regional or other international markets, so creating a significant loss to government stakeholders that takes a long time to re-fill. Retention therefore is important, and in turn that leads to the matter of incentives.

c) Weakness in management, negotiating and other human resource/project skills in the focal points and across many line ministries is a significant reason for lack of implementation of convention objectives and awareness.

d) Mobilizing existing capacity is a key concern. It requires
- a solid understanding of the value of biodiversity,
- strong management skills,
- institutional knowledge,
- decent work conditions, and
- necessary funding.

75. Individual level

a) Staff in relevant ministries (including focal points) generally have limited comprehension of the objectives of the Rio conventions, and often just-as-limited comprehension of environmental issues relevant to Fiji. In-house and professional training of staff in relevant ministries and focal points should be encouraged therefore – and this should include basic human resource and strategic and project management skills training.

76. Ashis Mohapatra (2008) identified several **opportunities for synergy** at the systemic, institutional and individual levels. They include:

(a) multiple stakeholders planning, monitoring and implementing of Fiji's commitments under Goal 7 of the MDGs and in the process, recognizing interfaces between and overlaps of national objectives;

(b) planning of the national development goals to be based on a participatory and multi-sectoral approach that ultimately will identify collective solutions;

(c) development of a national and participatory environmental strategy and action plan that overrides and incorporates elements of the NBSAP, the 1993 National Environment Strategy, the EMA 2005, Land Conservation and Improvement Act and the (draft) Climate Change Bill. Such a Plan is essential for an integrated and forward-looking approach to environmental management in Fiji, especially if it has been prepared and agreed upon by all stakeholders;

(d) preparation of convention related documents (e.g. reports to the COPs; draft legislation) to comprise participation of all stakeholders;

(e) data gathering, analysis, management and dissemination to be integrated at one shared central, integrated information management system (that also will be cost-effective); and

(f) knowledge transfer through stakeholder participation in seminars and workshops, research, developing associations and discussion forums.

4.9 Cross-cutting (individual) Projects

77. National control of invasive species. Introduced alien species always have a negative effect on the biodiversity of a country, especially in an island country like Fiji where the level of terrestrial endemism is high, and where some endemic species are endangered. Invasive species have implications for all three Rio conventions. In view of the national economic implications of invasive species their control should be a core activity of government. An important first step in the recognition is much-enhanced awareness raising at top government level.

78. A lead organisation should take charge of evaluating the risk of planned introductions of plants and animals, and controlling the spread of those already here. Preventing the introduction of, controlling or eradicating alien species is a core requirement (Article 8 part vii) of the CBD.

79. Establish protected areas and boundary reserves. Fiji has (and is) struggled with the establishment of legal protected areas, partly because of the land tenure system (paragraphs 72) and partly because of the traditional concept of resource use. A network of protected areas would be of benefit in all three conventions, and it is an obligation under the CBD (Article 8, parts i and iv). The Department of Environment, as the focal point for the CBD and UNFCCC, should be more proactive in this area which presently is being progressed through the good auspices of several INGOs and government statutory bodies (notably the National Trust).

80. Implement the Natural Resource Inventory.
In order to formulate a National Resource Management Plan, a Natural Resource Inventory needs to be compiled. By placing priority on compiling the Natural Resource Inventory (as obligated under the EMA 2005) and disseminating its contents to stakeholders and the general public, awareness of Fiji's natural resources will be substantially increased. In turn, awareness, monitoring and protection of Fiji's natural resources will support attempts to meet Fiji's obligations under all three conventions.

81. Incorporate indigenous and local community knowledge into sustainable use of biological diversity and land. Indigenous knowledge should not be parceled off from present day practices. There should be active liaison between the Department of Culture and Heritage (and its indigenous informants) and the convention focal points.

82. Establish Carbon Trading Administration at the Department of Environment. The carbon trading administration has been endorsed by the Fiji Cabinet (10 October 2008). This administration will be the focal point for Fiji to embark on carbon trading in the international market.

83. Afforestation Project. This project will be looking at bundling together sections of existing forest presently under landowner management to be set aside for conservation and use as carbon sinks. In this type of project, financial institutions pay for the maintenance of forest which in turn provides habitat for fauna and flora and prevents land degradation.

84. Reforestation Project. These projects are those that look at the re-vegetation of degraded and logged land. Once trees are planted, the services provided by the trees (e.g. in sequestration of

Carbon Dioxide) are maintained for the next 25 or more years, or as long as the tree lives. Those services are recognized as carbon credit and can be sold on international stock and security exchanges.

85. National Renewable Energy (Hydro, Solar, geothermal, methane capture). These projects will limit the use of fossil fuels (e.g. diesel, kerosene, benzene) in Fiji, and will encourage the use of renewable energies (see list). The will be funded by the offsets from Annex I ('developed') countries that have high surplus of carbon credits that need to be used. Regulatory mechanisms are also suggested to be considered as recommendation for the inclusion of greater energy efficient technologies e.g. solar panels as a compulsory item, lead lightening in homes that consumes less watts and installation of transparent roofing iron etc in building code. FEA should also be encouraged for the development of an energy efficiency monitoring programme, which would provide information to consumers on the rating for the appliances they use.

86. Biomass Conversion Projects. These projects include replanting of fuel-woods (e.g. *Casuarina, Leucaena,* and *Eucalyptus*) and use of large amounts of combustible vegetation (e.g. woodlot discards). Corporate bodies or independent power producers, such as Tropik Woods Pty Ltd, would take advantage of these projects as part of their commercial expansion into selling energy to FEA (Fiji Electricity Authority) grids.

87. Biodiesel and Biofuel Projects. Conversion of coconut oil, Jathropha and sugar cane to ethanol and biodiesel for running motors (e.g. motor vehicles, boats, and generators). These types of projects can also be termed 'fossil-fuel switch' projects.

88. Formulate and implement watershed management projects

The goal of the projects is to facilitate community based sustainable natural resources and sustainable development planning for the long term protection and conservation of natural ecosystems and the achievement of sustainable natural resources management within Fiji's main watersheds, through the applicatiion of recognised integrated assessment and action methodologies.

89. Implement SLM/SFM Projects

In early 2000 The SPC/GTZ Regional Project for Forestry and Agroforestry in collaboration with the Department of Land Resources Planning and Development (MASLR) and the Forestry Department of Ministry of Fisheries and Forests (MFF) have integrated the sustainable land management (SLM) and the sustainable forestry management (SFM) technologies as a pilot project, in collaboration with the Extension Division of MASLR, Cooperative Department, Fijian Affairs Board(FAB), Native Land Trust Board(NLTB), Fiji Forest Industry (FFI), land owners and other stakeholders. The project area is the Drawa Block, an area that consists of five (5) villages and covers more than 8,500 hectares of virgin forest in Vanua Levu(second largest island in Fiji).

90. The synergies derived from combining the sustainable land management and sustainable forestry management initiatives augers very well with the idea of integrating the United Nation

Convention to Combat Desertification/Land Degradation, United Nation Convention for Bio-Diversity and the United Nation Framework for Climate Change principles.

91. With the project coming to an end in 2008, it is the hope of the stakeholders that the model could be transferred or voluntarily taken up by interested communities to sustainably manage their forest and natural resources. However to facilitate the process, continued support from the Fiji Government and donors will be required for replication of the model.

92. Implement a National IZCM project. The definition of coastal zone is very important to be defined properly. It has been stated clearly that island countries are oceanic islands, irrespective of their land mass are to include inland rivers, valleys and hills to be part of the coastal zone. This has to be achieved first before any type of development or project is carried out. Most of the problems associated with coastal developments are coastal flooding, due to the ongoing deforestation, expansion of logging sites, increasing agriculture belts, population distribution and expansion, increase river extraction of gravels, sand and rocks etc. Strategic planning can only fully realized if all these are defined in a holistic way.

93. Implement a National Land Zoning Project

Currently the conversion of lands to various land uses is occurring without proper procedures. Therefore to ensure proper application of the land use principles as well safeguarding the socio-economic and environmental considerations, a national land zoning masterplan or guideline is required. This project will undertake to address this issue as well achieve the above objective.

94. Implement a National Water Resources Policy

Water as a resource is important for humans and the proper functioning of the ecosystem. It is not uncommon to note how rivers and stream are polluted as well as catchments degraded to irreversible levels. The protection of Fiji's water sources and the catchments to which most of these originate should not just be an "after thought" for water engineers to consider; instead it should be enshrined under a proper national water resources policy. This project will be entrusted to formulate such a policy to cover both flowing and ground water, encompassing the quality, quantity and use of Fiji's water resource.

95. Implement a National Participatory Land Use Tikina-based Project

This would be the basis of future integrated or holistic approach to land resources planning, development and management programs. It emphasis the importance of a bottom up approach to land use planning and one of its main objective is to establish local land care groups, to empower communities to efficiently and effectively develop and manage their resources and create land stewardship amongst the resources owners and users. This is a very important initiative that needs to be sustained. Funding for the continuation of this programme should be sought, both through Fiji government and external funding.

96. Implement a National Drought Mitigation Project

It is time to ensure that a national drought mitigation project is not just for planning and response purposes but a plan that is community owned and for the communities. Secondly, it should not be just reactive but be anticipatory. This project will attempt to address these issues.

97. Implement a National Community-Owned Forestry Project

Through government subsidy, the Department of Forestry has for several year embarked on establishing community owned forest plantations. Unfortunately the adoption rates by communities have been relatively low. This project will assess the barriers to successful adoption as well mobilize resources that would be required to ensure that communities in Fiji adopt this initiative more willingly.

5. Concluding Remarks

Through individual assessments and stakeholder workshops on the implementation of the three Rio conventions in Fiji, the same issues were identified again and again. The most commonly discussed issue was the matter of policy and legislation: effective implementation requires political support and commitment, yet that in turn requires raising awareness among top-level decision makers of the importance of the environment to sustainable development.

Ineffective networking between government, NGO and private organisations was identified as a severe handicap to effective environmental management. If carried out with good intentions, implementing some of the proposals identified in this cross-cutting report can overcome that constraint as well as enhancing performance and reporting within government.

Lack of finances is always identified as a significant restraint. There are funding sources available however (for example, an Environment Trust Fund) and through more proactive attention to donor requirements. Fiji should ensure it retains ownership of its biodiversity when utilizing assistance from regional and international donors and non-government organizations.

Other areas of concern revolve around systematic research and monitoring, training and education, and capacity building. Raising awareness is the crux of a sustainable environment and is needed from 'top' level government to the 'bottom'. Sadly, in Fiji with its high level of human poverty, environmental awareness and management is a steep hill to climb; but the need to do so cannot be deferred.

The cross-cutting issues identified herein have been matched with specific activities. This cross-cutting exercise, and our consultations with stakeholders, turned out to be extremely informative and beneficial to the formulation of recommended national action plans for each of the Rio conventions. Following the recommendations outlined in this report will go a considerable way in protecting Fiji's environment and ensuring sustainable natural resources management and development.

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ANNEXES

Annex 1.0 Summary of Stakeholders meetings
Annex 2.0 Participants at the Workshop
Annex 3.0 Capacity Development Crosscutting Issues Report

Annex 1. Summary of Stakeholders Meetings

Consolidated Topics for Cross-cutting Issues

1. Policy and Legislation
2. Institutional Networking
3. Performance and Reporting Requirements
4. Financial Mechanism
5. Systematic Research and Monitoring
6. Training and Education
7. Raising awareness
8. Capacity
9. Specific Cross-cutting programmes and projects

Note: The information provided below is sourced from the consultation meetings conducted in the northern, central and western divisions (Labasa, Suva, Lautoka) and responds to each of the NCSA team's consolidated cross-cutting issues. Comments, when provided, are listed under each relevant issue.

1. Policy and Legislation

Lead Agency: **Department of Environment**
Support Agency: **Solicitor General**
Line Ministries**: Ministry of Agriculture, Forestry & Fisheries, Ministry of Indigenous Affairs, Department of Lands.**

- 'Some bits of legislation are more powerful that other pieces of legislation'
- Need clear demarcation of legislation boundaries
- Line ministries have specific Acts; these Acts should be enhanced or better utilised to align Dept of Environment commitment under the conventions
- Public Health policies should be realigned to the Department of Environment
- Legislation reform should be carried out from within the relevant government stakeholder – the one that is mandated to manage that policy
- Confusing scenarios in regard to development
- Legislation – inspectors are identified but under different Acts - overlapping
- Confusion between conservation and development needs
- Mismanagement of funds has affected senior and top management level in government, statutory and corporate bodies
- Legislation confusing, especially on the *i-qoliqoli* issue
- Very low returns to the land owners from leases
- Compensation issues should be checked to find the real financial value of resources
- Intangible valuation should be part of this compensation exercise and not only the direct economic value
- Legislators should have **purpose** in their work -> continuous improvement. ?Do we have the mentality to carry out the legislation?? – work in the 'spirit of the law'.
- The fisheries tribunal is the one that assesses compensation on foreshores
- Squatters are taking up good foreshore (crown) land in the hope that their prolonged stay will enable them to eventually own the land
- Undeclared capital value (UCV) and Improved capital value (ICV) of land is critical in valuation of land
- Alternative options for landowners: real estate (as in houses, small industry) is a more profitable business than sugar cane farming

- Need a separate unit in DOE to move the legislation through; include input from other stakeholders.
- Must ensure staff have the capacity to implement legislation. Policies just 'trickles down'.
- Amend the existing DOE structure – strengthen it; ask why it isn't functioning properly now
- All legislation should be revised on an ecosystem basis
- Health Dept: pollution – who pays?; is it the gov't who didn't enforce the laws, or is it the polluter?

Draft Bills to be actioned

- Land Use – not wise use of land; some legislation is very old; need monitoring
- Need a national land use plan; some good land is used for other activities (eg commerce).

Review the NBSAP in line with the NES (1993) & EMA

- NBSAP it is too old and has no link to economic market
- NBSAP needs a time-frame. Should the NEC be charged with reviewing it?
- Forestry – reviewing forest policy -> sustainable forest management. Enforcement is a weakness – needs to be stronger; don't have the resources to enforce & sometimes the penalty is too small; cost-benefit, time & resources needed to enforce; on-the-spot-fine (e.g. OH&S) with training

Review the relevance of International Treaties – signed and unsigned

- Awareness is needed on conventions
- CHARM (Comprehensive Hazard and Risk Analysis) is an example – should be done for other conventions by National Planning

Climate Change Bill to be inclusive of post Kyoto Commitments

EMA to include convention commitments

- Look at EMA – specifically subsidiary regulations that need to be enhanced and strengthened
- Look at EMA more closely – some parts aren't practical; maybe need subsidiary legislation but give EMA a chance first
- Though EMA penalties are excellent deterrents, imposing penalties under EMA is impractical because they are relatively high

EMA regulations to be inclusive of Carbon Trading

- Carbon trading is taking over the globe and have informed PACE that the secretariat in Bonn is globalizing it

Review and endorse the Rural Land Use Policy

Enact the newly revised Land Conservation & Improvement Act

- NLTB – approving use of native land needs addressing; also with respect to rate of development in Fiji. One e.g. is logging – conflict of values. Agricultural leases – NLTB gives up to 50-60/month; need for economic development is the 'driver'. Need coordination across ministries to manage development & environment.
- NLTB's prime concern is to bring max benefit to landowners - > which is more valuable? – environment or money from logs?
- Fisheries – agrees with NLTB view; most of Fisheries' focus has been on economic development; environment issues in fisheries originate from land-based activities
- Use FLMMA as an example – awareness raising combined with alternative livelihoods. Need awareness to landowners on what logging offers. Must consider mgt of resources – e.g MPAs; encouraging coastal resource mgt by landowners themselves; draft qoliqoli bill important here
- Need to review legislation on logging with respect to maintaining forests. Need monitoring – but overlapping of gov't responsibilities to monitor.
- Is there a special fund to encourage landowners to safeguard environment rather than get money

from logging? Need an integrated approach; long-term support money; pearl shell farming in Vanua Levu is an example of this.

- Sustainable forest management is the way to go -> e.g. integrated approach -> reduce level of deforestation; using the information there is – but not always available.

Implement the provisions of the Natural resources management strategy under the EMA

- Landuse section should be mandated for land conservation and management
- If so, that poses a problem with the DOE since they are responsible for conservation
- Dredging works has been very costly due to the siltation problem
- Lands and Forestry have conflicting corporate goals between conservation and development
- Department of Lands provides leasing approval of foreshore development
- How is UNCCD obligation to utilise marginal lands facilitated to the grass root level when ALTA is in place? Is there a way to utilise ALTA on the issues of marshland developments in relation to the conventions obligations?
- Confusing scenarios in regard to development
- Confusion between conservation and development needs
- Mismanagement of funds has affected senior and top management level in government, statutory and corporate bodies

Implement the relevant SLM provisions under the Fiji Forest Policy

Review the Mangrove Management Plan

- Agencies NEED TO KNOW the ecological linkages -> networking (and awareness) between line ministries is very important. Need to review approval process of Lands Dept.
-

Implement the relevant policies related to mangrove protection and commercial mangrove harvesting ban identified in the Fiji Forest Policy

2. Institutional Networking

Lead Agency: **Department of Environment**
Support Agency**:** **Ministry of National Planning**
Line Ministries**:** **Ministry of Foreign Affairs, Ministry of Information, Ministry of Lands**

Focal Point – DOE (UNFCCC & CBD)

- The Department is slowly but surely gathering dust by increasing its capacity
- It needs to grow up slowly given the time of its inception
- There are constraints but there are also important contributions and achievements made within the short span of its existence compared to other established government departments and ministries
- Action should be carried out by the Minister for Environment if not then, the responsibility should be shifted to another ministry such as the Ministry for National Planning
- Meat and capacity should be added to the specific Ministry to carry out its duty
- There should also be increase in funding
- Integration of activities to ensure sustainable logging (e.g. Drawa – where all gov't depts involved); discussion between departments most important.

Review Mandates of relevant Ministries

- A lead agency responsible for the review of each particular identified cross-cutting policy issue. This will ensure specific and concentrated effort to move projects along in a single, agreed direction. The lead agency works with the supporting agency and the collaborating agencies.
- A 'Lead agency' needs to be identified for accountability purposes. Line Ministries provide the

competent authorities (e.g. in CITES – has competence)

Define appropriate processes & procedures

- Lots of reports say 'need to do' but no follow-up. Therefore need DOE to follow-up the recommendations from these three conventions. If the DOE doesn't perform, just tell it that it can't do its job and move its portfolio to somewhere else – e.g. to National Planning.
- NCSD <- it is 'overarching' – but does the process work?

Initiate appropriate mechanisms for information exchange

- Simplify line of communication
- Know-how is outside of government
- New course for EIA
- New course for waste water management
- Why doesn't DOE or government take ownership of these?
- The government should suggest secondment and remobilize resource people to bring them to the fore
- An integrated approach between all line ministries is needed to coordinate cross-cutting issues
- Integrated management approach – Example of DoAg promoting chemicals vs. Fisheries promoting no chemicals - conflicting.

Review working criteria of CC national steering committee

Realignment of mandates and corporate goals to be inclusive of CC Conventions

- Committees that form and don't meet – are a problem for all depts. Maybe use a web-site – an advice mechanism for discussing issues.

Establish an inter-ministerial and inter-departmental collaboration (MOU)

- DOE needs more support – e.g. from outside/overseas organisations, such as NGOs. Technical items, equipment access, training, could be facilitated – not just handing over money. Therefore, is a 'transfer mechanism' needed between line ministries
- Need to activate the MDG goals

Network with Resource Owners

- Have the responsibility to look after the human resources who own the majority of marine and terrestrial resources; they should be advised first
- Foreshore resources are owned by indigenous people, why is it they aren't consulted?
- NLTB to provide a novel arrangement to allow economic integration of the resource owners into the commercial global family
- Government compliance to note that mainstreaming of CHARM to be part of National Plan
- How is UNCCD obligation to utilise marginal lands facilitated to the grass root level when ALTA is in place? Is there a way to utilise ALTA on the issue of marshland developments in relation to the convention obligations?

3. Performance and Reporting Requirements

Lead Agency: **Department of Environment**
Support Agency**: Dept of Immigration**
Line Ministries**: Ministry of National Planning**, **Ministry of Information, Ministry of Lands, Department of Energy**

MOUs to be monitored through effective liaison

- Strong message for the DOE to have its capacity enhanced

▪ Each stakeholder has their own database (of stakeholders) -> DOE could access & collaborate
Establish a clearing house for management of international treaties
Review monitoring and evaluation procedures
Establish a clearing house mechanism for treaty reporting
Encourage information exchange between stakeholders
Establish a coordinating institutional structure to cover the three Conventions
4. Financial Mechanism
Lead Agency: **Department of Environment** Support Agency**: Ministry of Finance** Line Ministries**: Ministry of Information, Ministry of Lands, Mineral Resources Department, Ministry of National Planning, Ministry of Agriculture**
Utilise Donor funding opportunities (International/Regional) ▪ Fiji needs to be competitive to secure the international funding
Establish a conservation trust fund
Implement policies that generate income for Biodiversity e.g. user-pay policies
Establish a resources person for sourcing funds
Review the matrix of projects since inception
Utilise the Adaptation Fund under the Bali Plan of Action (COP 12)
Utilise Donor funding opportunities (International/Regional)
Establish a resources person for sourcing funds
Sourcing Carbon Trading Funds from Investment Bankers
Establish a collaborative GEF project funding system
5. Systematic Research and Monitoring
Lead Agency: **Department of Environment** Support Agency**: Ministry of Immigration** Line Ministries**: Ministry of Information, Ministry of Lands, Mineral Resources Department, Ministry of National Planning.**
Develop a policy for data acquisition and national ownership ▪ Establish a central database facility at DOE to collate all environmentally related data, records, hard and digital copies for easy access and information update. This should be *"a one stop shop".*
All CBD projects to be monitored by relevant government & statutory bodies ▪ Could centralise all of our information – hook up globally; stakeholders and line ministries should feed information into that website (DOE website); BUT need obligation to do it.
Establish a centralize database and people to collate information for all stakeholders (technical & academic regional and international institutions)
Review existing Cabinet Paper related to the above.
Establish a Climate Change Institution in Fiji that provides technical research on climate & weather modeling, sea level rise, V&A, IZCM & Carbon Trading on Voluntary & Compulsory Market under Kyoto Protocol
Implement the Natural Resources Inventory under the EMA
Implement a detailed assessment of the status and causes of land degradation in Fiji ▪ Overdependence on government ▪ Volume driven rather than quality driven ▪ New sugarcane growers are on the sloping land ▪ Land for more farming would have to be sourced to accommodate greater volume of sugarcane

- Moratorium placed on turning good agricultural land into residential or commercial lots, 2007
- Expired leases under ALTA is a problem

Implement a national land use survey of Fiji

6. Training and Education

Lead Agency: **Department of Environment**
Support Agency**:** **Ministry of Education**
Line Ministries**:** **Ministry of Information, Ministry of National Planning, Fiji National Resource Centre (FNRC)**

- Awareness programmes are key in knowledge transfer and empowerment of the local community
- Reaching out to local communities is a very important part of project development

Establish professional training in forestry, culture, taxonomy, environmental law, natural resources economics, sociology, and archeology.

Human resource skills training, e.g. management, team building, negotiation, mediation, project management.

Follow-up of relevant training

Curriculum development at primary, secondary & tertiary levels

Obligatory training component for local counterparts to be included in all INGOs projects

Synergize existing curricula on CC issues at USP, FIT, & University of Fiji

Coordinate a monitoring body that collate feedbacks from international workshops & conventions for updates & opportunities

Human capacity in environmental economics, climatology, geophysics, geochemistry, geology, coastal engineering, and sociology, anthropology.

Strengthening the Environment Studies Programme at USP, FIT, FCAE and Advanced College of Education

Provide scholarships in the field of SLM & SFM (Soil science, agronomy, land management, soil chemist, agro-forestry, natural resource economics, remote sensing, Information Science, GIS, software engineering.

- Overseas attachments – could be used effectively

7. Raising Awareness

Lead Agency: **Department of Environment**
Support Agency**:** **Ministry of Information,**
Line Ministries**:** **Ministry of National Planning, Fiji National Resource Centre (FNRC) Ministry of Education**

Identify and allocate resources for effective awareness raising

- In FIT there is a section that deals with environment. Visited Qawa River – big problem; things just go round and around – no identified responsible organisation. Effective sampling needed. Town Council has difficulty in public awareness & enforcing acts. Northern Division under-resourced by Gov't (e.g. why isn't there a DoE office here?)
- Need clarification – public health act & OH&S. Problem also is enforcement
- The main issue is the people to whom we want to bring development. When visiting communities, the lead agencies for Biodiversity would be Forestry & Fisheries; for land would be Agriculture, etc
- What can be done to help the villagers? -> maybe go as a team and ask them what they want; i.e. an integrated management approach ('bottom-up'). But who would coordinate?; the lead agency?

All stakeholders to allocate a proportion of their annual budget for awareness raising

- Fiji Sugar Corporation – done upgrading of mills etc but forgot to include environment in the upgrade activities (this complaint applies to other companies)
- Another example: Lands Dept – consult qoliqoli owners, but problem seems to be the understanding of the landowners. Provincial office should be the link between landowners and the gov't - e.g. explain the links between foreshore laws and development
- FAB / NLTB not addressing the 'awareness' aspect of their mandates.
- Need clarification of who signs foreshore & fisheries waivers – turaga, yavusa, mataqali (what percentage), etc. Lands legislation is another issue.

Awareness raising for senior managers in all stakeholders

- Problem is also in interpretation of laws.
- There is a problem between upper and middle management attitude and correct service to the communities

Establish a mechanism for quick response & public redress for legal infringements

- Need a separate enforcement agency who enforces for all infringements across acts; e.g. DOE could have an 'environmental auditor' to visit departments and check activities (eg like the auditor-general's department).
- Awareness is very necessary for resource owners – where is the FAB in all of this?

Weekly columns for children's corner on CC

Weekly sessions with the local radio talk shows

Monthly columns with national television

Strengthen the capacity of DOE Awareness Unit to implement effective general environment awareness programmes

8. Capacity

Lead Agency: **Department of Environment**
Support Agency**: Ministry of Information,**
Line Ministries**: Ministry of Agriculture, PSC, National Planning & Finance**

Institutional strengthening of the three Convention Focal Points

- Capacity building using existing resources
- Establishment of a central database facility at DOE to collate all environmentally related data, records, hard and digital copies for easy access and information update. This should be *"a one stop shop".*
- Capacity building of extension officers to be enhanced through availability of vehicles, better and efficient modes of communication, access to IT databases, etc
- Access to existing information at agriculture stations, and reporting it to farmers, is most important
- Views on land use sought but ultimately not considered by NLTB, Lands Dept …
- Agriculture (Land use section) should have more advisory powers
- Increase in human resources needed, especially extension officers
- 'User pays' principle to be enhanced to boost economic return to government
- Mismanagement by senior and top management officials in the past 20 years has stifled growth
- An integrated approach between all line ministries is needed to coordinate cross-cutting issues
- Lack of technical capacity in legislation (and other things)

Up-skilling of personnel in convention management

- Increase sourcing out of technical expertise for consultancies

- Increase training and
- Increase transfer mechanism
- Agriculture to work with DOE on Conservation issues

9. Cross-cutting Projects

Lead Agency: **Department of Environment**
Support Agency**:** **Ministry of Agriculture,**
Line Ministries**:** **PSC, National Planning & Finance** , **Department of Energy, NDMO, Local Government & Housing, PWD, Department of Mineral Resources, Ministry of Lands.**

Recommendation of Focus to be concentrated on projects (opportunities) that can work. For example:

- Establishment of unit at the DOE to collate, source and secure donor funding for projects
- Establish another unit within the DOE to simplify, condense and inform directors of related focal points the implications of convention ratification and signing and also to dialogue directly with NCSD (National Council for Sustainable Development)
- Establish an enforcement and compliance unit within DOE
- Simplify technical issues for laymens' interpretation
- Negotiate and write technical papers for proposal submissions and information dissemination to the global and regional counterpart for the economic benefit of Fiji
- Concentrate effort on establishing the Carbon Trading Unit and focus on collating of projects for DNA PIN and approval at Secretariat level

National control of invasive species project
Establish protected areas and boundary reserves
Implement the Natural Resource Inventory (EMA)
Incorporate indigenous and local community knowledge into sustainable use of biological diversity
Establish Carbon Trading administration at DOE
Afforestation Project
Reforestation Project
Nation Renewable Energy (Hydro, Solar, geothermal, methane capture)
Biomass Conversion Projects
Biodiesel and Biofuel Projects
Formulate and implement watershed management projects
Implement SLM/SFM Projects
Implement a National IZCM project
Implement a National Land Zoning Project
Implement a National Water Resources Policy
Implement a National Participatory Land Use Tikina-based Project
Implement a National Drought Mitigation Project
Implement a National Community-Owned Forestry Project

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Annex 3. Capacity Development Crosscutting Issues Report

Cross-Cutting Capacity Development Issues

National Capacity Self Assessment Project (NCSA)

Fiji Islands

TAble of Conntents

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This report is in continuation to the "***FIJI'S CAPACITY LEVEL ASSESSMENT REPORT***" and analysis has been made in respect of cross-cutting capacity Development issues. This report aims to help the local consultants and the DoE in assessing cross cutting capacity issues in more detailed manner.

I wish to extend my appreciation to the various Ministries/Departments (Fisheries, Forest, Mineral Resource Development, Land & Agriculture etc) organizations and individuals who participated in the consultations and their contributions were invaluable to the capacity assessment process.

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LIST OF ACRONYMS

CBO	Community-based Organization
CD	Capacity Development
CDI	Capacity Development Initiative
COP	Convention of the Parties
DOE	Department of Environment
EU	European Union
GEF	Global Environment Fund
GMO	Genetically Modified Organism
GTZ	German Technical Cooperation
EIT	Economies in Transition
GMO	Genetically Modified Organism
INC	Intergovernmental Negotiating Committee
INGO	International Non Government Organization
IPCC	Inter-Government Panel on Climate Change
LDCs	Least Developed Countries
MDGs	Millennium Development Goals
MOU	Memorandum of Understanding
NGO	Non Government Organization
NBSAP	National Biodiversity Strategy and Action Plan
NCSA	National Capacity Self Assessment
OECD	Organization for Economic Co-operation and Development
SFM	Sustainable Forest Management
SWOT	Strength, Weakness, Opportunity and Threat
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNCBD	United Nations Convention on Biological Diversity
UNCCD	United Nations Convention to Combat Desertification
UNFCC	United Nation Framework Convention on Climate Change
USP	University of South Pacific
WMO	World Meteorological Organization
WWF	World Wide Fund for Nature

Executive Summary

Following the stock take report and the capacity assessment report , the next phase of NCSA requires identification of cross cutting issues .Cross cutting issues are those which are common to more than one convention(UN Framework Convention on Climate Change, UN Convention on Biological Diversity and UN Convention to Combat Desertification), cut across the conventions and improvements, if made any of those would benefit other conventions too. Capacity Development is an area common to all three conventions and as such an attempt has been made to identify cross cutting capacity Development issues to help the local consultants and the Department of Environment to assessing cross cutting capacity issues in a more detailed manner

The methodology used for capacity assessment report remains the main source for preparing this report and this report is in fact an off shoot of the Capacity Assessment Report

Some of the Cross Cutting Capacity Development Areas identified are:

- Harmonization of Environmental Laws
- Convention Management & Stake holder's participation
- Institutional Strengthening & Stricter Enforcement of Laws
- Environmental Education and Awareness
- Data Management, Information Access and Net working
- Coordination, Cooperation and Consultations
- Human & Financial Management
- Training/Retraining , Seminars and Workshops & Knowledge Transfer
- Research and Assessment of Environment Impact

Strengths in Cross Cutting Capacity Development Issues Include:
Systemic Level

- Convention implementation, including capacity to negotiate at Conferences of the Parties;
- Incorporate convention obligations into national legislation, policy, and institutions;
- Integrated ecosystem management / integrated resource management
- Managing international projects;
- Involve stakeholders in addressing global environmental issues..

Institutional Level

- Economic instruments and sustainable financing mechanisms
- Institutional/organizational mandates, structures and frameworks

- Development and enforcement of policy, legal and regulatory frameworks
- Role of Ministries/Departments in environmental management
- Planning and management, monitoring and evaluation processes
- Cross-sectoral coordination
- Information collection, management and exchange
- Use of scientific information in policy, planning and management, e.g., EIAs
- Technology development and transfer
- Stakeholder participation
- Public awareness and environmental education

Individual Level

- Individual skills and motivation
- Dedicated Individuals
- Training in Environment

Gaps & Constraints to Achieving Synergy

Systemic Level:

Fragmented Responsibilities: The key barriers to achieving synergy as identified in the case of Fiji comprises the fragmentation in the responsibilities for achieving the goals of the agreements distributed among various ministries and other partners that are operating within their respective institutional and regulatory frameworks. The level of priorities and attention accorded to the issues in some of the cases differ while some of the executing institutions are running on inadequate financial, human and technical resources

Non-harmonization of Environmental Laws: Some of the existing laws relevant for environmental management are inconsistent, overlapping or contradictory, and constricted by sectoral biases. No specific Legislation exist for climate change

Limited strengthening and enforcement of policies and legal framework: Existing policies and regulations have been developed under the three Conventions in accordance with provisions under the Conventions obligations. There is limited systemic capacity to enforce these legal frameworks due to slow implementation and weak penalties

Environmental Education and Awareness: All the three Rio Conventions stress the need for environmental education and awareness. The cross-cutting nature of environmental education reflects capacity development needs for environmental education

Inadequate data and information management and dissemination: Considerable work has been implemented under the three Conventions generating vital information for educational and public awareness purposes. However, much of this information remains with the Convention's focal points and are not readily accessible to users.

Institutional Level:

Inter-ministerial consultation and cooperation: While there exists the Department of Environment and NDU (MoE) with the overall responsibility for environmental issues, a number of activities associated with the Rio agreements also fall within the mandates of other ministries. Thus, coordinated implementation of the agreements is likely to require horizontal inter-ministerial
consultation and cooperation involving other stakeholders which is not within the purview of DoE.

Limited Cooperation between stakeholders & focal points: There is an existing low level of cooperation and collaboration from sectoral and other relevant stakeholders at the national level. The representation of sectors to the three Conventions related meetings or forums are usually inconsistent, thereby generating an ineffective participation and involvement which has affected the implementation of the three Conventions obligations and requirements.

Human and financial resources constraints: Human and financial resources are one of the major constraints in implementing the three Conventions obligations. Fiji has limited expertise in specialized areas or appropriate expertise to implement activities obligated by the three Conventions . Attrition rate in skilled grade is very high

Individual Level:

Limited training and staff skills development

To ensure effective implementation of the Conventions obligations, there should be on-going and specialized trainings to maintain qualified and un-qualified staff members working under the Conventions. Providing technical on the job training on environmental issues and administration aspect should also be considered

Limited Strategic Planning Skills for Environmental Management: Personnel, especially those who have the responsibility for preparing plans and programmes, from various environmental management institutions don't have training in requisite areas

Opportunities for Synergy
Systemic Level

Millennium Development Goals

The Millennium Development Goals (MDGs) embody the broad aspirations and commitment for improvement in the quality of human life, with numerical and time-bound targets to be achieved by 2015 in relation to the baseline year of 1990.Besides **Goal 7: Ensure environmental sustainability(**Target 7a: Integrate the principles of sustainable development into country policies and programmes; Target 7b: Reduce biodiversity loss; Target 7c: Reduce by half the proportion of people without sustainable access to safe drinking water; Target 7d: Achieve significant improvement in lives of at

least 100 million slum dwellers, by 2020) directly relates to environment. As a common platform for planning, implementing and monitoring the development commitments, it brings together multiple stakeholders and catalyzes collective awareness, thinking and action. It also provides for interface of global and national objectives. In the case of Fji, the various MDGs are in themselves high priority development themes for the country. Therefore, the MDGs are a useful vehicle for creating synergy between global and national efforts for environmental management in particular and sustainable development in general.

National Development Planning Process

The planning process has evolved over the years. In keeping with the decentralization policy, the planning process is expected to have greater focus on community participation and also orientate towards multi-sectoral approach. The five-year development planning process when based on a participatory and multi-sectoral approach, therefore, will present an excellent opportunity to create synergies for environmentally sustainable development. It will bring together multiple stakeholders to discuss problems that across various sectors and identify collective solutions.

National Environment Strategy and Action Plan

Conventionally environmental management actions are compartmentalized in sectoral plans often with very limited linkages and synergy. It is envisaged that a National Environmental Action Plan will be prepared to support the implementation of the National Environment Strategy. Such a plan will be valuable in providing an inter-sectoral framework to target the critical environmental management needs in a coordinated and concerted manner.

Institutional Level

Preparation of Convention -related Documents

The preparation of Convention-related documents such as the Biodiversity Action Plan under CBD, National Communication to the UNFCCC and GHG Inventory, and the National Adaptation Programme of Action for Climate Change, involve considerable teamwork. Inputs were drawn from various sectors and involved series of stakeholder workshops at regional and central levels. Such preparation process brings about interaction between multiple stakeholders, generating cumulative knowledge and ideas The preparation of the National Action Programme is expected to provide an excellent opportunity for developing synergy between the multiple stakeholders seeking to address land degradation issues.

Data Management, Information Access and Net working

Data and information gathering, analysis, and dissemination are at the heart of the three Rio instruments. Information is essential to know what the problems are, how big they are, whether and how they are changing, and where the priorities are for action. (e.g. UNCBD, calls for assessment of the status and trends of: “components of biodiversity”; UNCCD calls for systematic observation of land degradation and the

processes and effects of drought, as well as monitoring and evaluation of implementation measures and their effectiveness; UNFCCC requires reporting on greenhouse gas inventories, land use, forests, projections on emissions etc). Information technology and the capacity to use it to respond to the Rio conventions' reporting requirement is construed key to sustainable development. Integrating capacity Development and technology transfer programmes across the instruments will greatly enhance synergy and cost-effectiveness. Synergy in information systems, data management, and reporting will help ensure that investments in information management build a reusable infrastructure

Individual Level

At individual level synergy could be enhanced through knowledge transfer by conducting more seminars/workshops, knowledge management, encouraging research , developing associations and forums of discussions

Capacity Development Needs for Cross-Cutting Areas

Systemic Level:

- There is the need to harmonize different laws concerning environmental management. This can either be achieved on a case-by-case basis or through the enactment of umbrella legislation for environmental with stricter penalties
- Development of mechanism to exclusively coordinate all three Conventions to obviate duplication in data collection, reporting and other administrative efforts
- Raising awareness of the three conventions at the national level can be achieved through media, fact sheets, public relations materials, video, radio programming, and other means. Such initiatives can be carried out jointly by a team comprising representatives from the key stakeholders and the local media
- There is the need for coordination between these and other relevant agencies to integrate biodiversity conservation, climate change and land degradation topics in environmental education and awareness programmes wherever appropriate.
- There is not much emphasis of the Conventions issues in education curriculum. However, with existing awareness campaign of the three Conventions, there is limited systemic and institutional capacity to raise awareness
- The need to introduce and implement procedures for assessment and management of environmental impacts of projects which are likely to have significant adverse impacts with a view to avoid or minimize such impacts and will be a valuable tool to combat land degradation and its effects.
- The effective implementation of the Conventions requires that they are mainstreamed into relevant national plan
- More and better-qualified delegates to international meetings, using expertise inside and outside government.
- Programs, workshops, seminars at international or regional levels that regularly promote interaction across conventions.

- Identification and evaluation of ancillary national benefits of joint approaches to convention objectives

Institutional Level:

- Improved enforcement, compliance and success in gaining convictions possible revised structure to increase efficiency and effectiveness.
- Improved communication, collaboration and innovative partnerships among Government, nongovernmental and private sectors.
- Incentives for qualified and skilled personnel to attract and retain them in Government Service
- Inter-institutional coordination and collaboration mechanism for environmental education and awareness needs to be developed. The mechanism will need to be determined in the Environmental Education and Awareness Strategy.
- Information exchange mechanisms among academic and research institutions dedicated to the different issues
-
- There is the need to review past and ongoing education programmes and evaluate their impacts across different segments of the society, e.g. school children, shopkeepers, village folks, religious teachers, and office-goers. The evaluation should also highlight lessons and provide recommendations to improve environmental education programmes.

Individual:

- Personnel in the environmental units in the line ministries and agencies, and in the In administration should be given specialized training in environmental assessment, clearance and monitoring. This can be ideally done by organizing a series of two or three short training workshops with resource persons from a reputed international/regional institute, complemented by national resource persons.
- Better communication of needs for environmental expertise to national planning authorities for inclusion in national HRD planning.
- Diverse options for developing environmental capacity, e.g., professional development, overseas and local training, peer exchange& mentoring
- Personnel, especially those who have the responsibility for preparing plans and programmes, from various environmental management institutions, will need training in strategic planning tools and techniques such as problem and root cause analysis, objective-oriented planning and logical framework development.

1.0 Introduction

1.1 Background Information

The cross-cutting phase is the fourth stage of the NCSA process's objective of the **Cross-cutting Analysis** is to assess capacity issues, needs and opportunities that cut across the conventions. The objective of the cross-cutting assessment is to analyze needs, challenges and opportunities that are *common* to the three Rio Conventions, as well as issues, constraints and prospects for CD impacting on the three conventions but *cutting across* environmental management into the broader sustainable development framework. Through the cross-cutting assessment, the NCSA attempts to reach out from the environment sector to other national policies and mechanisms, such as poverty reduction strategies, public sector reform, planning or budgeting processes, which are not integral part of environmental management but usually have a huge impact when it comes to meeting the requirements under the Rio Conventions

Over the past 50 years, numerous multilateral environmental agreements (MEAs) have been established. Each agreement has customarily been designed to address a pressing environmental issue. As a result, some agreements support and strengthen the aims of others, while others possess objectives that overlap and contradict one another. The call for better coordination and harmonization between MEAs during negotiation and implementation stages is increasing. It is recognized that such efforts could promote the elimination of contradictions, avoid overlaps, and boost national capacity. Despite increased awareness surrounding the benefits of such actions, efforts to maximize synergies between agreements are generally not undertaken when plans are implemented.

1.2 Objectives and Limitations of the Study: The objective of the study is to analyze and identify cross cutting capacity Development issues for the benefit of the DoE and the local consultants to assess cross cutting issues in detail. The study high lights only the cross cutting capacity development issues and cross cutting environment issues and technical issues are not covered which is being done by local consultants separately.

This study is an **offshoot of the** "**FIJI'S CAPACITY LEVEL ASSESSMENT For RIO CONVENTION OBLIGATIONS"** and information, data and analysis gathered for preparing the report also form the basis of this study and therefore, the various tools used are not being repeated here. This report may be read in conjunction with the Capacity Assessment Report

1.3 Definitions:

Box 1 Cross-cutting analysis: Definitions
In the context of the GEF and the NCSA:

"Linkages" (sometimes called **"interlinkages")** refer to:

Connections among themes and issues addressed under multiple MEAs. For example, forest management and agriculture practices have implications for climate change, biodiversity and land degradation.

Formal and informal mechanisms to coordinate interrelated programmes and activities being conducted under several MEAs,e.g., convention reporting, research and information bases.

"Synergies" are the amplified positive impacts that result from coordinating or linking the implementation of two or more MEAs, i.e., multiple benefits for more than one convention resulting from a single programme or action.

"Cross-cutting issues" are issues that are common to more than one convention, i.e., they **cut across** conventions. These may include capacity strengths, constraints, needs and opportunities. If a cross-cutting capacity need were addressed through capacity development, there would be benefits for more than one convention.

1.4 Focal Points:

Department of Environment (Ministry of Housing, Urban Development and Environment) is the focal point for UNFCCC & UNCBD
Department of Land Use (Ministry of Agriculture) is the focal point for UNCCD

1.5 Key stakeholders:

UNFCC

1. Ministry of Agriculture and Land use
2. Department of Energy
3. Department of Energy
4. Fiji Sugar Cane Corporation
5. ,Fiji sugar cane growers council
6. Native Land Trust Board

7. Fiji Pine commission
8. Forestry Department
9. Ministry of Tourism
10. Meteorological Department

UNCBD

Key stakeholders

1. Ministry of Agriculture, Sugar and Resettlement (MASLR);
2. Ministry of Lands;
3. Department of Environment (DOE);
4. Department of Fisheries
5. Ministry of Forests;
6. National Disaster Management Office (NDMO);
7. Native Land Trust Board (NLTB);
8. NGO Representatives

UNCCD

Key stakeholders

The key stakeholder for the UNCCD is the National Coordinating Body (NCB), which is the Land Conservation Board (LCB).
This includes:

1. Ministry of Agriculture, Sugar and Resettlement (MASLR);
2. Ministry of Lands;
3. Department of Environment (DOE);
4. Ministry of Works;
5. Ministry of Forests;
6. National Disaster Management Office (NDMO);
7. Native Land Trust Board (NLTB);
8. Fiji Sugar Commission; and
9. NGO Representative

1.6 United Nations Framework Convention to Climate Change (UNFCCC)

The Government of Fiji has signed and ratified both the UNFCCC and its associated Kyoto Protocol. Since ratifying these international agreements in 1992 and 1998 respectively, Fiji has made good progress on their implementation. Fiji's climate change activities are coordinated by the Ministry of Environment

1.7 United Nations Convention on Biological Diversity (UNCBD)

Fiji ratified the CBD on 9 February 1994. Fiji's ratification therefore of the CBD both reflects its continuing commitment to its conservation work, and more importantly the

high level of priority it has accorded to international collaborations, that will provide the much needed assistance it require, in terms of financial and technical expertise resources, to improve the management and sustainable use of its biological resources. The CBD is currently being administered through the Department of Environment along with the various stake holders. .

1.8 United Nations Convention to Combat Desertification (UNCCD)

Fiji signed the Convention 1998, four years after the Convention was adopted in Paris on 17 June 1994, and two years since the Convention entered into force on 26 December 1996. Since then, the implementation of UNCCD in Fiji has continued to advance beginning with the development of the First National Report – 2000,Second National Report – 2002,Third National Report – 2006 and National Action Plan (NAP) - 2007

2. Overlapping Requirements of Parties to the Rio Agreements:

As parts of obligations towards the three Rio agreements Fiji, is required to take a number of similar actions for each instrument. Some of the obligations and requirements which ***cover more than one convention*** are listed below

Box 2 - Overlapping Requirements of Parties to the Rio Agreements			
Requirement	**Climate Change**	**Biological Diversity**	**Desertification**
National & Regional Action Plans	**Article 4(b)**	**"strategies" Article 6(a), (b)**	**Articles 9, 10**
Identification & Monitoring		**Article 8**	**Article 16**
Legislation	**Preamble**	**Article 8(k)**	**Article 5(e)**
Research	**Article 5**	**Article 12(b)**	**Articles 17, 19(b)**
Public Education	**Article 6**	**Article 13**	**Articles 5(d), 19**
Environmental Assessment	**Impact Article 4(i)(d)**	**Article 14**	
Clearinghouse for technical information		**Article18**	**Article 18**
Public Participation	**Article 6(i)(a)(iii)**	**Article 9**	**Article 19(4)**

Exchange Information	**Article 7**	**Article 17**	**Article 16**
Training	**Article 6**	**Article 12(a)**	**Article 19**
Reports	**Article 12**	**Article 26**	
Examine obligations-Assess implementation	**Article 7(e)**	**Article 23**	
Report Steps to COP	**Article 12**	**Article 26**	**Article 26**

3.0 Opportunities for Synergistic and Cross-cutting Capacity Development

Synergy can be defined as "*a combined effect...that exceeds the sum of individual effects*" Identifying cross-cutting synergies relevant for capacity Development needs under the Rio Conventions and environmental management in general can therefore be an effective way to ensure effectiveness and efficiency in implementing activities at the national level.

The various tools used for capacity assessment at three levels – Systemic, organizational and individual during capacity assessment and information/data gathered have been used for preparing this report. The tools include:

- Desk Study
- Interview
- Questionnaires
- Workshops
- Capacity Development Training
- Stake holder consultations
- Field Trips/Visits
- SWOT Analysis
- Root Cause Analysis
- Gap Analysis

(Details available in Capacity Assessment Report)

3.1 Cross Cutting Capacity Development Areas identified are:

- Harmonization of Environmental Laws
- Convention Management
- Institutional Strengthening & Stricter Enforcement of Laws
- Environmental Education and Awareness
- Data Management, Information Access and Net working
- Coordination, Cooperation and Consultations

- Human & Financial Management
- Training/Retraining , Seminars and Workshops & Knowledge Transfer
- Research and Assessment of Environment Impact

3.2 Strengths in Cross Cutting Capacity Development Issues Include:

3.2.1 Systemic Level

- Convention implementation, including capacity to negotiate at Conferences of the Parties;
- Incorporate convention obligations into national legislation, policy, and Institutions;
- Integrated ecosystem management / integrated resource management
- Managing international projects;
- Involve stakeholders in addressing global environmental issues..

3.2.2 Institutional Level

- Economic instruments and sustainable financing mechanisms
- Institutional/organizational mandates, structures and frameworks
- Development and enforcement of policy, legal and regulatory frameworks
- Role of Ministries/Departments in environmental management
- Planning and management, monitoring and evaluation processes
- Cross-sectoral coordination
- Information collection, management and exchange
- Use of scientific information in policy, planning and management
- Technology development and transfer where applicable
- Stakeholder participation
- Public awareness and environmental education

3.2.3 Individual Level

- Individual skills and motivation
- Dedicated Individuals
- Training in Environment

3.3 Gaps & Constraints to Achieving Synergy

3.3.1 Systemic Level:

Fragmented Responsibilities: The key barriers to achieving synergy as identified in the case of Fiji comprises the fragmentation in the responsibilities for achieving the goals of the agreements distributed among various ministries and other partners that are operating within their respective institutional and regulatory frameworks. The level of priorities and attention accorded to the issues in some of the cases differ while some of

the executing institutions are running on inadequate financial, human and technical resources

Non-harmonization of Environmental Laws: Some of the existing laws relevant for environmental management are inconsistent, overlapping or contradictory, and constricted by sectoral biases. No specific Legislation exist for climate change

Limited strengthening and enforcement of policies and legal framework: Existing policies and regulations have been developed under the three Conventions in accordance with provisions under the Conventions obligations. There is limited systemic capacity to enforce these legal frameworks due to slow implementation and weak penalties

Environmental Education and Awareness: All the three Rio Conventions stress the need for environmental education and awareness. The cross-cutting nature of environmental education reflects capacity development needs for environmental education

Inadequate data and information management and dissemination: Considerable work has been implemented under the three Conventions generating vital information for educational and public awareness purposes. However, much of this information remains with the Convention's focal points and are not readily accessible to users.

3.3.2 Institutional Level:

Inter-ministerial consultation and cooperation: While there exists the Department of Environment and NDU (MoE) with the overall responsibility for environmental issues, a number of activities associated with the Rio agreements also fall within the mandates of other ministries. Thus, coordinated implementation of the agreements is likely to require horizontal interministerial consultation and cooperation involving other stakeholders which is not within the purview of DoE.

Limited Cooperation between stakeholders & focal points: There is an existing low level of cooperation and collaboration from sectoral and other relevant stakeholders at the national level. The representation of sectors to the three Conventions related meetings or forums are usually inconsistent, thereby generating an ineffective participation and involvement which has affected the implementation of the three Conventions obligations and requirements.

Human and financial resources constraints: Human and financial resources are one of the major constraints in implementing the three Conventions obligations. Fiji has limited expertise in specialized areas or appropriate expertise to implement activities obligated by the three Conventions . Attrition rate in skilled grade is very high

3.3.3 Individual Level:

Limited training and staff skills development

To ensure effective implementation of the Conventions obligations, there should be on-going and specialized trainings to maintain qualified and un-qualified staff members

working under the Conventions. Providing technical on the job training on environmental issues and administration aspect should also be considered

Limited Strategic Planning Skills for Environmental Management: Personnel, especially those who have the responsibility for preparing plans and programmes, from various environmental management institutions don't have training in requisite areas

3.4 Opportunities for Synergy

3.4.1 Systemic Level

Millennium Development Goals

The Millennium Development Goals (MDGs) embody the broad aspirations and commitment for improvement in the quality of human life, with numerical and time-bound targets to be achieved by 2015 in relation to the baseline year of 1990.Besides **Goal 7: Ensure environmental sustainability(**Target 7a: Integrate the principles of sustainable development into country policies and programmes; Target 7b: Reduce biodiversity loss; Target 7c: Reduce by half the proportion of people without sustainable access to safe drinking water; Target 7d: Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020) directly relates to environment. As a common platform for planning, implementing and monitoring the development commitments, it brings together multiple stakeholders and catalyzes collective awareness, thinking and action. It also provides for interface of global and national objectives. In the case of Fji, the various MDGs are in themselves high priority development themes for the country. Therefore, the MDGs are a useful vehicle for creating synergy between global and national efforts for environmental management in particular and sustainable development in general.

National Development Planning Process

The planning process has evolved over the years. In keeping with the decentralization policy, the planning process is expected to have greater focus on community participation and also orientate towards multi-sectoral approach. The five-year development planning process when based on a participatory and multi-sectoral approach, therefore, will present an excellent opportunity to create synergies for environmentally sustainable development. It will bring together multiple stakeholders to discuss problems that across various sectors and identify collective solutions.

National Environment Strategy and Action Plan

Conventionally environmental management actions are compartmentalized in sectoral plans often with very limited linkages and synergy. It is envisaged that a National Environmental Action Plan will be prepared to support the implementation of the National Environment Strategy. Such a plan will be valuable in providing an inter - sectoral framework to target the critical environmental management needs in a coordinated and concerted manner.

Institutional Arrangements to Coordinate the 3 Conventions

There is currently no existing mechanism to exclusively coordinate all three Conventions. All three Conventions operate under a common national framework in which the Ministry of Foreign Affairs have signed the conventions and ratifications on behalf of Government of Fiji. But the focal points and the other concerned Ministries implement the conventions. The coordination of activities of the focal points relating to three conventions will develop synergy for better implementation.

3.4.2 Institutional Level

Preparation of Convention -related Documents

The preparation of Convention-related documents such as the Biodiversity Action Plan under CBD, National Communication to the UNFCCC and GHG Inventory, and the National Adaptation Programme of Action for Climate Change, involve considerable teamwork. Inputs were drawn from various sectors and involved series of stakeholder workshops at regional and central levels. Such preparation process brings about interaction between multiple stakeholders, generating cumulative knowledge and ideas The preparation of the National Action Programme is expected to provide an excellent opportunity for developing synergy between the multiple stakeholders seeking to address land degradation issues.

Data Management, Information Access and Net working

Data and information gathering, analysis, and dissemination are at the heart of the three Rio instruments. Information is essential to know what the problems are, how big they are, whether and how they are changing, and where the priorities are for action. (e.g. UNCBD, calls for assessment of the status and trends of: “components of biodiversity”; UNCCD calls for systematic observation of land degradation and the processes and effects of drought, as well as monitoring and evaluation of implementation measures and their effectiveness; UNFCCC requires reporting on greenhouse gas inventories, land use, forests, projections on emissions etc). Information technology and the capacity to use it to respond to the Rio conventions’ reporting requirement is construed key to sustainable development. Integrating capacity Development and technology transfer programmes across the instruments will greatly enhance synergy and cost-effectiveness. Synergy in information systems, data management, and reporting will help ensure that investments in information management build a reusable infrastructure

3.4.3 Individual Level

At individual level synergy could be enhanced through knowledge transfer by conducting more seminars/workshops, knowledge management, encouraging research, developing associations and forums of discussions

3.5 Capacity Development Needs for Cross-Cutting Areas

3.5.1 Systemic Level:

- There is the need to harmonize different laws concerning environmental management. This can either be achieved on a case-by-case basis or through the enactment of umbrella legislation for environmental with stricter penalties
- Development of mechanism to exclusively coordinate all three Conventions to obviate duplication in data collection, reporting and other administrative efforts
- Raising awareness of the three conventions at the national level can be achieved through media, fact sheets, public relations materials, video, radio programming, and other means. Such initiatives can be carried out jointly by a team comprising representatives from the key stakeholders and the local media
- There is the need for coordination between these and other relevant agencies to integrate biodiversity conservation, climate change and land degradation topics in environmental education and awareness programmes wherever appropriate.
- There is not much emphasis of the Conventions issues in education curriculum. However, with existing awareness campaign of the three Conventions, there is limited systemic and institutional capacity to raise awareness
- The need to introduce and implement procedures for assessment and management of environmental impacts of projects which are likely to have significant adverse impacts with a view to avoid or minimize such impacts and will be a valuable tool to combat land degradation and its effects.
- The effective implementation of the Conventions requires that they are mainstreamed into relevant national plan
- More and better-qualified delegates to international meetings, using expertise inside and outside government.
- Programs, workshops, seminars at international or regional levels that regularly promote interaction across conventions.
- Identification and evaluation of ancillary national benefits of joint approaches to convention objectives
-

3.5.2 Institutional Level:

- Improved enforcement, compliance and success in gaining convictions possible revised structure to increase efficiency and effectiveness.
- Improved communication, collaboration and innovative partnerships among Government, nongovernmental and private sectors.
- Incentives for qualified and skilled personnel to attract and retain them in Government Service

- Inter-institutional coordination and collaboration mechanism for environmental education and awareness needs to be developed. The mechanism will need to be determined in the Environmental Education and Awareness Strategy.
- Information exchange mechanisms among academic and research institutions dedicated to the different issues
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- There is the need to review past and ongoing education programmes and evaluate their impacts across different segments of the society, e.g. school children, shopkeepers, village folks, religious teachers, and office-goers. The evaluation should also highlight lessons and provide recommendations to improve environmental education programmes.

3.5.3 Individual:

- Personnel in the environmental units in the line ministries and agencies, and in the In administration should be given specialized training in environmental assessment, clearance and monitoring. This can be ideally done by organizing a series of two or three short training workshops with resource persons from a reputed international/regional institute, complemented by national resource persons.
- Better communication of needs for environmental expertise to national planning authorities for inclusion in national HRD planning.
- Diverse options for developing environmental capacity, e.g., professional development, overseas and local training, peer exchange& mentoring
- Personnel, especially those who have the responsibility for preparing plans and programmes, from various environmental management institutions, will need training in strategic planning tools and techniques such as problem and root cause analysis, objective-oriented planning and logical framework development.

4 Conclusions:

Analysis of its cross-cutting capacity Development issues will provide basis for detailed cross cutting analysis and capacity development actions to address in the Action Plan which will be the next phase for the NCSA in Fiji. Cross-cutting thematic environment issues will also be addressed in the Action Plan to highlight and address linkages as well as promoting synergies across the three Conventions.