

# National Adaptation Planning Process Linked to Disaster Risk Management in Samoa



Photo courtesy of Dr. Mahendra Kumar

## Lessons Learned and Policy Recommendations

- An economy-wide approach to adaptation planning across all sectors by the Ministry of Finance is essential for mainstreaming adaptation together with DRM.
- The Ministry of Finance coordinates donors' support for enhancing local climate resilience practically. Meetings of the coordination units could make projects effective with no duplication.
- A knowledge management database is needed for further collaboration among government ministries and "programmatic" approach to local communities.

## Background

### ● Geographical characteristics

Samoa is a small island state in the Southwest Pacific, comprising four inhabited and six smaller, uninhabited islands. The two main islands of Upolu and Savaii, comprising over 95% of the land area, are characterized by rugged and mountainous topography. Around 46% and 70% of Upolu and Savaii, are covered by secondary and indigenous forests, respectively.

Samoa's population in 2014 was 191,800, with 20% classified as living in the urban area. Between 70% and 80% of the population lives along or within a kilometer of the coast.

Agriculture furnishes 90% of exports (mainly coconut products). Two-thirds of Samoa's potential labor force is absorbed by subsistence village agriculture, a dominant sector in the Samoan economy. Since 1994, tourism earnings have been the largest source of foreign exchange (USD 107.3 million in 2007).

Samoa, like other Pacific Island States, is prone to natural disasters, most of which are weather and climate related, with floods, storms, and storm surges associated with

tropical cyclones being the predominant causes. Its tropical location exacerbates vulnerability, with extreme rainfall, temperatures, and tropical storms posing significant risks of flooding and storm surges.<sup>[1]</sup>

### ● Basic policies

Samoa recognizes that the adverse effects of climate change will have a significant impact on the country, particularly in sectors such as agriculture, coastal infrastructure, health, forestry, tourism, and water. These sectors were prioritized in the National Adaptation Programme of Action (NAPA) in 2005, and adaptation projects in these sectors have been successfully implemented with external financial support.<sup>[2]</sup> Samoa's NAPA identifies the most urgent and immediate needs for adapting to the adverse effects of climate change.

Another important policy document is the National Policy on Combating Climate Change (NCP). This National Policy provides a framework for mitigating and adapting to the effects of climate change. The policy's overarching goal is to "enhance Samoa's response to the impacts of climate change in support of national sustainable development efforts."

Climate change concerns are acknowledged in the National Strategy for the Development of Samoa (SDS; 2008-12, 2012-2016) (See Figure 1-3-1), National Environment & Development Sector Plan (NESP) 2013–2016 and the Second National Communications (2014). The National strategy identifies national priorities related to key development sectors and guides all development activities in the country. Of the seven goals identified in the 2008-12 Strategy, climate change adaptation is integrated into Goal 7, “Environmental Sustainability and Disaster Risk Reduction”. Subsequently, one of the key outcomes of the 2012-16 Strategy is Climate and Disaster Resilience.

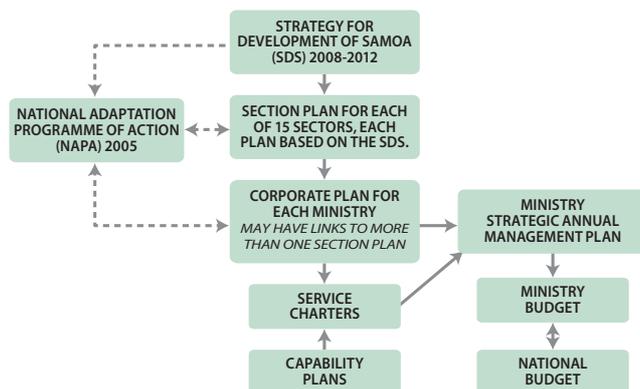


Figure 1-3-1 Links between the Strategy for the Development of Samoa and NAPA

Source) The World Bank Group

## NAP Process

### ● Institutional arrangements

The main government organizations responsible are the Ministry of Natural Resources and Environment (MNRE) and the Ministry of Finance (MOF).

- MNRE is the technical Ministry and is charged with translating data into decisions. Various divisions are in MNRE; GEF Services which is the main climate change unit; Water Resources Management (WRM); Planning and Urban Management Agency (PUMA); Disaster Management Office (DMO); Land Transport Authority (LTA); and Meteorological Department (SMD).
- MOF is the ministry that coordinates all external aid, which includes funding for climate change and disaster risk management (DRM), designated as the National Implementing Entity for the Adaptation Fund and the National Designated Authority for Green Climate Fund (GCF).<sup>[3]</sup> MOF holds bimonthly meetings attended by the coordination units of each sector, along with representatives from relevant MOF divisions, such as those pertaining to donor aid, budget, planning, corporate services, procurement, accounts, state-owned enterprises monitoring, and the Climate Resilience Investment

Coordination Unit (CRICU). The goals of these meetings include directing sectors toward harmonized accounting and reporting procedures, improved collaboration among related ministries and agencies on advancing development objectives, ensuring the integration of cross cutting issues (i.e. gender, climate change and DRM), and better management of national data and information.

The National Climate Change Country Team (NCCCT), which was established in 1995, had served as the key coordinating mechanism for national responses to climate change initiatives in the past, but has not remained active because it was neither established by legislation or regulation. The NCCCT has been effective in supervising the formulation of the National Policy on Combating Climate Change (NCP) and in managing the NAPA. Currently, the Climate Resilience Steering Committee oversees major climate and disaster risk investments.

Supporting organizations: UNDP, The Least Developed Countries Fund (LDCF) of the GEF, Climate Investment Fund (CIF) by the Strategic Climate Fund (SCF) by multi-lateral bank (WB and ADB for Samoa), Adaptation Fund (AF), AusAID, NZAID, European Union, JICA, etc. (See Figure 1-3-2)

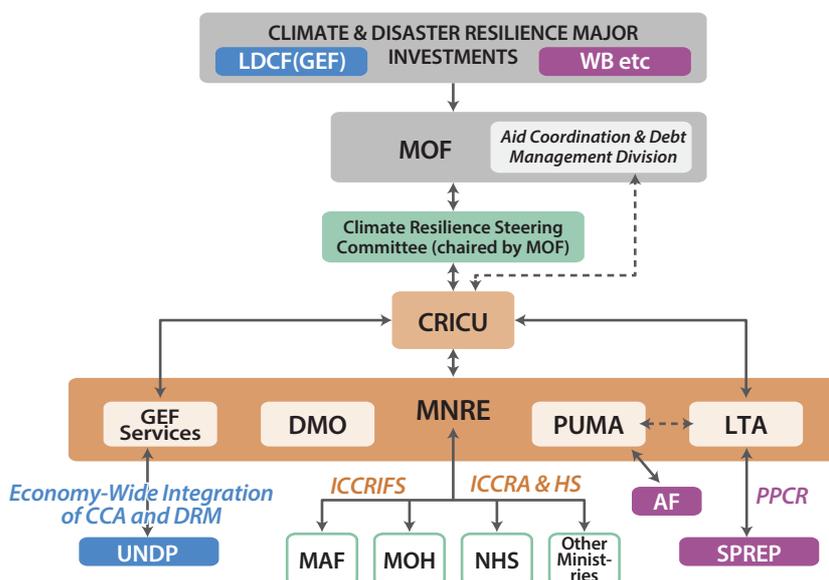


Figure 1-3-2 Institutional arrangements and relevant strategies / plans / programs

Source) Ministry of Finance

● **Outline**

Samoa is adopting a whole-of-government approach to climate change adaptation by advancing the NAP process, which does not mean making a national adaptation plan itself, but means integrating climate change adaptation into national development plans, budgets, and strategies.

The Samoa Climate Public Expenditure and Institutional Review (CPEIR) was carried out to review expenditure on activities related to climate change and to assess the extent to which this expenditure is guided by existing policy and institutional responsibilities. Based on this review, the CPEIR aimed to generate recommendations for improving the climate relevance of public expenditure in the future, through improvements in policies, institutions, and management of public finances. The CPEIR was guided by a steering committee comprising representatives from the main ministries involved (including MOF, MNRE, MoH, and MAF). The CPEIR details national priorities related to the inclusion of climate change adaptation and DRM in planning processes and budget allocations.

The Government of Samoa, including MNRE and MoF, as well as the UNDP, signed a project agreement for integrating adaptation and disaster risk management into relevant policies, programs, and activities at sectoral and national levels. The Economy-wide Integration to Climate Change Adaptation and Disaster Risk Management and Reduction to Reduce Climate Vulnerability of Communities in Samoa (2014-2020) is the largest national project ever funded by the Least Developed Countries Fund (LDCF) of the Global Environment Facility (GEF). The ultimate aim of this project is to realize synergies among the different pilot activities and adopt an economy-wide, whole-of-Government approach to adaptation planning and implementation.

In addition, other externally funded projects aim at integrating climate change risks and resilience into different sectors. These include Integration of Climate Change Risks and Resilience into Forestry Management in Samoa (ICCRIFS) (2010-2015) and Integrating Climate Change Risks in the Agriculture and Health Sectors (ICCRA&HS), supported by UNDP and LDCF.

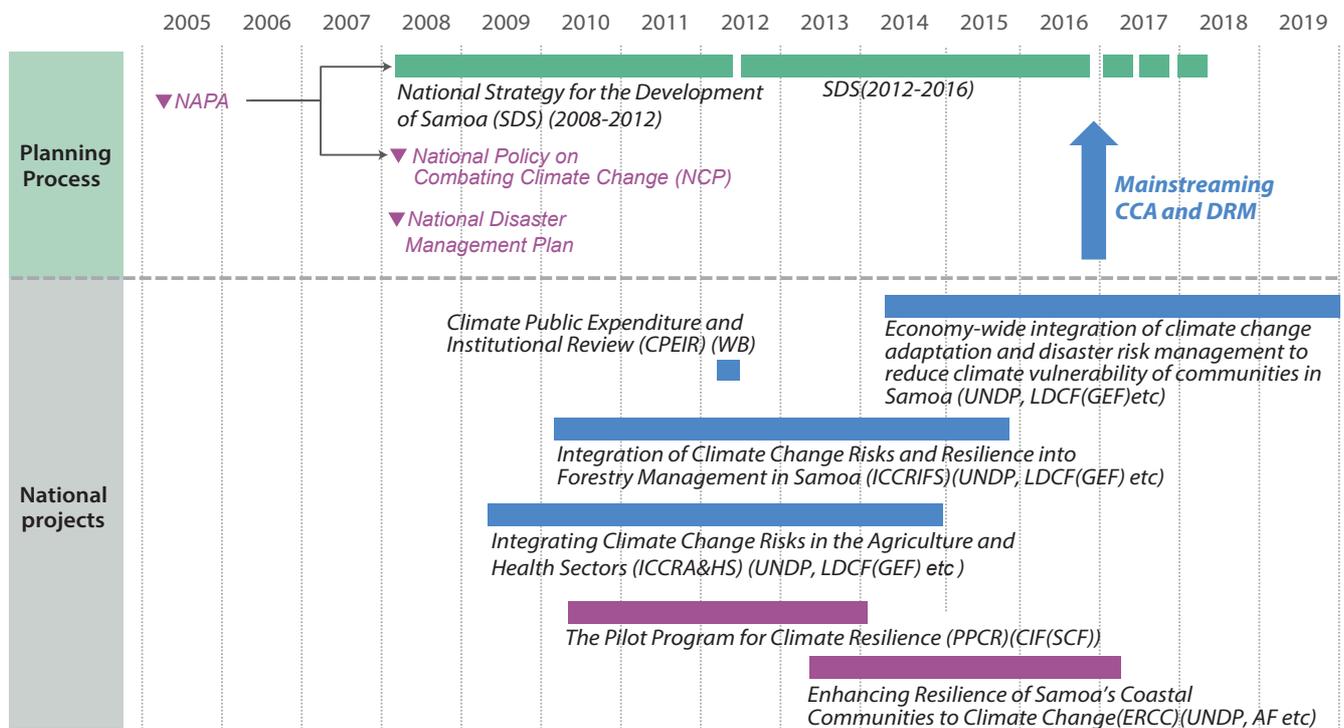


Figure 1-3-3 Timetable of the NAP process and national development planning process

**Lessons Learned and Policy Recommendations**

**1 The “economy-wide” approach to adaptation planning across all sectors by the Ministry of Finance is essential for mainstreaming adaptation together with DRM.**

Like many other Pacific island countries, Samoa is mainstreaming climate change adaptation, together with disaster risk management (DRM), into its five-year development strategy. The Ministry of Finance (MOF), through its Economic Policy and Planning Division (EPPD) is responsible for coordinating the country’s key sectors that contribute to

the national development strategy and program objectives in line with a relatively recently adopted sector-wide approach to development. EPPD’s role puts the ministry in the best position for facilitating the development of necessary cross-sector mechanisms and structures such as those related to better management of CC and DRM.

On the other hand, MOF lacks specialists in thematic areas of expertise related to the various sectors, which may constrain its authority or analytical ability in some situations.

While MOF has manuals and procedures for cost-benefit analyses, it should include comprehensive environmental and social impact assessments to ensure that these measures can be cost effective and sustainable in the long term. Therefore, coordination and collaboration between other ministries are essential. For example, the Ministry of Natural Resources and Environment (MNRE) has strong technical knowledge and in-house expertise on climate change adaptation and DRM, so it can provide policy advice and technical proposals. The Ministry of Women, Communities and Social Development (MWCSD) and Non-Governmental Organizations (NGOs) are experienced in engaging with local communities, so they can enhance people's awareness based on lessons from previous projects.

## 2 The Ministry of Finance coordinates donors' support for enhancing local climate resilience practically. Meetings of the coordination units could make projects effective with no duplication.

The Government of Samoa is coordinating relevant stakeholders (ministries/agencies, donors, NGOs) and funds to implement adaptation actions at sectoral/local levels. MOF has been the implementing partner of numerous multilateral development banks-led development initiatives, which gives the ministry extensive experience of international accounting and reporting procedures, as well as donor coordination. As the focal ministry of each donor project, MOF can coordinate donors' support for local climate resilience effectively. By coordinating many kinds of adaptation financing and supporting projects, Samoa can enhance climate resilience in the whole local area.

For example, Pilot Programme for Climate Resilience (PPCR) of the Strategic Climate Fund (SCF), established under the Multi-donor Climate Investment Fund (CIF) has been implemented by the World Bank Group in Samoa. In this project, the Strategic Programme for Climate Resilience (SPCR) was prepared for some specific areas. Besides, Enhancing Resilience of Coastal Communities of Samoa to Climate Change (ERCC) implemented by MNRE and MOF through the Civil Society Support Programme, supported by UNDP and funded by the Adaptation Fund (AF), also seeks to enhance the resilience of coastal communities through a set of interventions at community and sub-national policy levels. This project covers other areas that have not been covered by PPCR project (See Figure 1-3-4). Bimonthly meetings of the coordination units of each sector, along with representatives from relevant MOF divisions, could make these projects effective with no duplication.

One of the remaining tasks from the PACC project related

to the development of a Living with Rivers and Seas manual, has been transferred to MNRE. The objective is to provide clear guidance on how to design, construct, and monitor river and sea defense schemes in the future. This is in line with the concept being promoted at a policy level: to provide a strategic framework for an integrated approach to addressing the vulnerability of Samoa's coastline.

## 3 Knowledge management database is needed for further collaboration among government ministries and "programmatic" approach to local communities.

There is a need to develop a knowledge management strategy to improve access to data, information, and experience on climate change for government institutions, particularly MNRE, MWCSD, and MOF, which will consequently be better able to plan and budget for climate change adaptation in sectoral budgets and plans. Although some databases have been developed through the NAPA and other projects, they have not worked effectively enough. Also, Samoa has been supported and funded under different programs and projects such as GEF via LDCE, PPCR, and AF. Furthermore, regional projects such as PACC and bilateral support have been useful, but rather piecemeal and uncoordinated.

Therefore, a national climate and disaster risk database needs to be established by MNRE, hopefully in collaboration with MoF. This database could be linked to the national M&E framework and provide information on: i) climate change scenarios; ii) expected effects of climate change; iii) international best practices on climate change adaptation and DRM; and, iv) lessons learned from national adaptation activities. This will also improve access of government institutions, donor agencies, and NGOs to knowledge on climate change risks. This can also enhance local people's capacity by teaching lessons learned from the experiences of previous projects which did not pursue an integrated approach. Future projects can be more "programmatic," rather than implemented on a piecemeal, project-to-project basis.

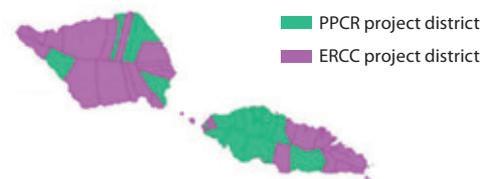


Figure 1-3-4 Project areas of PPCR and ERCC

Source) Ministry of Finance

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### SOURCES

- [1] UN Habitat Climate Change Initiative Abridged Report: Climate Change Vulnerability Assessment (2014) <http://unhabitat.org/books/apia-samoa-climate-change-vulnerability-assessment/>
- [2] Samoa's Intended Nationally Determined Contribution (2015)
- [3] Strategic Programme for Climate Resilience (SPCR)
- [4] <http://climatefinance-developmenteffectiveness.org/countries/samoa>