



GCCA +
THE GLOBAL CLIMATE CHANGE ALLIANCE PLUS INITIATIVE



Funded by
the European Union

NATIONAL GOVERNANCE STRUCTURE NAURU

Global Climate Change Alliance Plus
Scaling Up Pacific Adaptation (GCCA+ SUPA)
USP Component



Pacific
Community
Communauté
du Pacifique



SPREP
Secretariat of the Pacific Regional
Environment Programme

 **USP**
THE UNIVERSITY OF THE
SOUTH PACIFIC

Introductory Note

This desktop review was conducted in support of the European Union Global Climate Change Alliance Scaling Up Pacific Adaptation (EU GCCA+ SUPA) project.

Sourced from available government documentations, the aim of this report is to provide an overview of Nauru's governance structure and indication on its current stance and capacity in its response to the risks to sustainable development posed by the impacts of climate change.

The EU GCCA+ SUPA project is being implemented in partnership with three CROP agencies that include SPC (lead), SPREP and USP. USP's approach to this project is to ensure sustainability of interventions delivered by providing (i) research, documentation and training; (ii) support to development plans and (iii) expanding/ strengthening LMCCA network (EU GCCA).

The context of this desktop review has been reviewed and endorsed by the Nauru GCCA+ SUPA Project Coordinating Team¹ and the Project Steering Committee as a valid source to justify and support the water sector as being the most vulnerable sector to be address in this GCCA+ SUPA project.

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Chapter 1: Introduction

Nauru is one of the smallest independent, democratic states in the world. It is a republic with a Westminster parliamentary system of government but with a slight variance as the President is both head of government and head of state.

The main economic sector used to be the mining and export of phosphate, which is now virtually exhausted. The island has been mined extensively in the past for phosphate. Few other resources exist and most necessities are imported from Australia. Small scale subsistence agriculture exists within the island communities.

Nauru is faced with serious economic challenges. Its once thriving phosphate industry has ceased operation thus depriving Nauru of its major lifeline revenue source. The local infrastructure; power generation, drinking water and health services, that were adversely affected during Nauru's worst economic crisis have now been restored. However, further explorations of the residual phosphate deposits have raised hopes that there may be potential to keep the phosphate mining for yet sometime. With fewer prospects in the phosphate industry, Nauru has to look at other alternative revenue sources to support its economic development. Unfortunately, for a country of the size of Nauru (21 km²) with its limited natural resources, the options are not many.

Fresh water is also a serious problem on Nauru with potable water coming only from rainwater collection and reverse osmosis desalination plants. Nauru is a permeable island with very little surface runoff and no rivers or reservoirs. Potable water is collected in rainwater tanks from the roofs of domestic and commercial buildings. Water for non-potable uses is obtained from domestic bores at houses around the island. Shallow groundwater is the major storage for water between rainy seasons. There is increasing salinity in the groundwater bores around the perimeter of the island, and increasing demand for groundwater water due to development. Groundwater is contaminated by wastewater disposal from houses, shops and commercial buildings. Waste oil contamination is also evident in bores that are in close vicinity to the existing and old power generating plant. The current water production and storage capacity of Nauru are 2.815 million litres per day and 6.28 million litres respectively. An additional 3.6 million litres of storage capacity are yet to be installed which will bring Nauru's total water storage capacity to 9.88 million litres.

1.1 Location and Topography



Figure 1: Map of Nauru

level. The highest point on the island is Command Ridge in the west at an elevation of 71 m above sea level.

1.2 Climate

The climate is equatorial and maritime in nature. There have been no cyclones on record. Although rainfall averages 2 080 mm per year, periodic droughts are a serious problem with only 280 mm of rainfall in the driest year recorded.

The main driver of climate variability in Nauru is the El Niño-Southern Oscillation (ENSO). La Niña events are associated with delayed onset of the wet season and drier than normal wet seasons, often resulting in an extended drought. During El Niño, temperatures on Nauru are warmer than normal due to warmer sea temperatures; and rainfall and cloud amount are increased. Another key climate driver for Nauru is the Inter-tropical Convergence Zone (ITCZ). The ITCZ affects Nauru all year round. Its seasonal north/south movement drives the seasonal rainfall cycle, which peaks in Dec-Feb. The South Pacific Convergence Zone (SPCZ) affects Nauru during its maximum northward displacement in July and August.

Chapter 2: Constitution, Governance and Social System

2.1 Constitution

Nauru became a sovereign independent Republic on 31 January 1968 under a Constitution prepared by a Constitutional Convention and adopted, enacted and given to the people of Nauru by the people of Nauru on 29 January 1968 to come into force on independence of the Republic.

The Constitution of Nauru was altered by the Constitutional Convention of Nauru under Article 92 at its final meeting on 17 May 1968. The constitution protects fundamental rights and freedoms. Special mention is also made in the constitution of the allocation of profits and royalties from the sale of phosphate.

Land tenure in Nauru is unusual. Government and corporate entities do not own land and must enter into lease agreements with land-owners. Non-Nauruan's cannot own land.

The judiciary of Nauru is independent. The Supreme Court, which decides constitutional issues, is presided over by the chief justice and has original and appellate jurisdiction. The District Court, which hears civil and criminal cases and acts as the coroner, and the Family Court are both chaired by the magistrate.

2.2 Government Structure

Nauru is a republic with a parliamentary democracy. It has an executive president as head of state and government. The parliament elects a president from amongst its members. Executive authority is vested in the cabinet, which is collectively responsible to parliament. The president appoints a cabinet of five or six members.

Legislative power is vested in both the government and parliament. The unicameral parliament has 19 members who are elected by universal adult suffrage for a three-year term. Voting is compulsory for all citizens over 20, and it is mandatory for a parliamentary general election to be held not less than once every three years.

The number of representatives for each constituency is determined on the basis of population numbers. Nauru does not have a formal structure for political parties; most stand as independent candidates. Alliances within the government are often formed on the basis of extended family ties.²

The country does have 14 centrally administered districts (see Figure1) divided into eight political constituencies with number of members of parliament as illustrated in Table 1.

² <http://www.commonwealthofnations.org/sectors-nauru/government/>

There is no official party-system in Nauru as most members of Parliament run as independents, however there are occasional loose alliances.

Table 1: Constituencies and current Members of Parliament (June 2020)

No.	Constituency	No. Members of Parliament	Current official Members of Parliament since Sept. 2019
1.	Boe	2	<ul style="list-style-type: none"> • Hon. Martin Hunt, M.P. • Hon. Asterio Appi, M.P.
2.	Aiwo	2	<ul style="list-style-type: none"> • Hon. Rennier Gadabu, M.P. • Hon. Milton Dube, M.P.
3.	Buada	2	<ul style="list-style-type: none"> • Hon. Shadlog Bernicke, M.P. • Hon. Jason Agir
4.	Denigomodou	4	<ul style="list-style-type: none"> • Hon. Wawani Dowiyogo, M.P.
5.	Nibok		<ul style="list-style-type: none"> • Hon. Reagan Aliklik, M.P.
6.	Uaboe		<ul style="list-style-type: none"> • Hon. Russ Kun, M.P.
7.	Baitsi		<ul style="list-style-type: none"> • Hon. David Adeang, M.P.
8.	Ewa	2	<ul style="list-style-type: none"> • Hon. Marcus Stephen, M.P.
9.	Anetan		<ul style="list-style-type: none"> • Hon. Timothy Ika, M.P.
10.	Anabar	2	<ul style="list-style-type: none"> • Hon. Maverick Eoe, M.P.
11.	Ijuw		<ul style="list-style-type: none"> • Hon. Pyon Deiye, M.P.
12.	Anibare		
13.	Meneng	3	<ul style="list-style-type: none"> • Hon. Lionel Aingimea, M.P. • Hon. Richard-Hyde Menke, M.P. • Hon. Tawaki Kam, M.P.
14.	Yaren	2	<ul style="list-style-type: none"> • Hon. Isabella Dageago, M.P. • Hon. Charmaine Scotty, M.P.
Total:		19	

2.2.1 Department of Environment

The Department of Environment under the Ministry of Commerce, Industry and Environment (CIE), Government of Republic of Nauru (GoN) has primary responsibility for coordination of Nauru's climate change activities. Figure 2 below illustrates the organisational structure for this ministry and its associate directors.

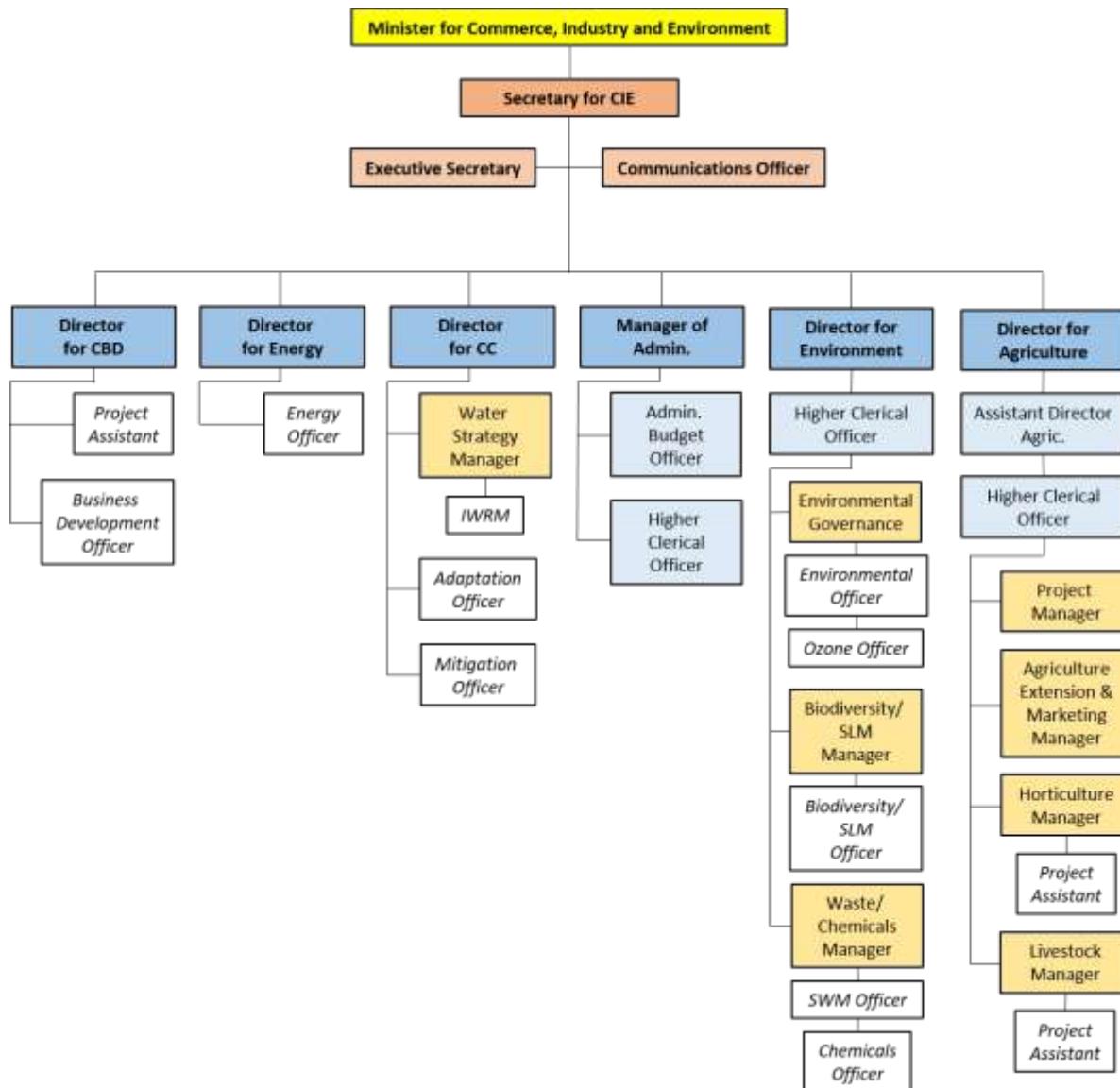


Figure 2: DCIE organisation structure

2.3 Non-government Organisations

Nauru no longer has a system of local government; previous systems such as the Nauru Local Government Council and the Nauru Island Council were dissolved in 1999 and all local power was transferred to the national government. However, all 14 districts now have their own community officials who are elected by their respective community members. These are fully independent groups or stakeholders that are greatly involved in community-related projects.

2.4 Demography

The Nauruan population has continuously increased from 1921 to 1992 and it is now about five times the size it was in 1921. According to a 2011 census count in Nauru, the total enumerated population of Nauru was 10,084. This is an increase of 851 persons compared to the 2006 population that was carried out in an interim mini census.

However, currently the population growth is much higher than 1.8% as Nauru's fertility is increasing, and is around 2.9% which translates into an annual increase of about 300 people per year. With this current high level of growth the population is expected to double its current size, and estimated to reach 20,000 people in the year 2038. Nauru's population density of 478 people per sq. km is the highest in the region, and should the population indeed double in size, it will be close to 1,000 people per sq. km in future.

According to the 2011 Census, the total fertility rate (TFR) was 3.7 percent (2009-11) and the infant mortality rate for the same period was 8.21 percent per 1,000 live births and the child mortality rate was 3.7%. Birth rate for Nauru was 25.61 percent and the death rate was 5.9 percent per 1,000 populations. The life expectancy at birth for Nauru was 66.4 years (male – 62.3 years and female – 69.83 years).

Nauruan's traditionally existed on a subsistence economy until the discovery of phosphate deposits shortly after 1888. At the turn of the century and with the commencement of mining in 1906 there was a significant change in lifestyle and economy, which has been apparent by the very high per capita GDP. The advent of phosphate mining has led to a dramatic change in lifestyle for the Nauruan people, and effectively transformed the culture into one that is compatible with a cash economy. Since 1990, Nauru's GDP per capita is declining at an average of 4.9% while inflation is increasing at 4.3% per annum. The literacy rate in Nauru has improved since the 1980s (90 percent) with around 95 percent of the population able to read and write.

Chapter 3: Disaster Risk Management

Nauru ratified the UN Framework Convention on Climate Change (UNFCCC) in 1993 and the Kyoto Protocol in 2001. The Government has taken concrete steps to ensure compliance with the obligations under these international conventions. The country's First National Communication was submitted to the UNFCCC in 1999, and its Second National Communication in 2014. Nauru also participates in regional climate change meetings, including of the Pacific Climate Change Roundtable which monitors the implementation of the Pacific Island Framework for Action on Climate Change (PIFACC) providing the overall regional agenda for responding to the challenges of climate change.

In 2014, the Government of Nauru committed to the Small Islands Developing States Conference (SIDS) and actively participated in the development of the post-2015 cooperation framework for the Barbados Program of Action and Mauritius Strategy. Nauru is one of the leading countries in the pacific region to take active actions towards climate change and sustainable development. Nauru through its ambassador is currently represented as chairperson of the Alliance of Small Island States (AOSIS). AOSIS is a coalition of Small Island and low-lying coastal countries that share similar development challenges and concerns about the environment, especially their vulnerability to the adverse effects of global climate change. It functions primarily as an ad hoc lobby and negotiating voice for Small Island Developing States (SIDS) within the United Nations system.

Mainstreaming Disaster Risk Reduction (DRR) is an important government commitment, reflected in its endorsement of the Hyogo Framework for Action: 2005-2015 'Building the Resilience of Nations and Communities to Disasters' (HFA) and the Pacific Regional Disaster Risk Management (DRM) Framework. Adopted by Nauru in 2005, the HFA is a 10-year plan that describes what is required from different sectors and actors to reduce disaster losses. The Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 - 2015 (RFA) was endorsed in October 2005. Adapted from the HFA, the RFA reflects an "all hazards" approach to disaster risk reduction and disaster risk management, in support of sustainable development.

As a response to these commitments, Nauru introduced the Disaster Risk Management Act 2008 and in 2010 established the National Disaster Risk Management Office (NDRMO) to coordinate day to day activities. A National Disaster Risk Management Plan was drafted in 2008, but has not been endorsed.

A number of development strategies and policy instruments as a response to climate change have been introduced by the Government that included the National Sustainable Development Strategy 2005-2025 (revised 2009 and 2019); Nauru's Utility Sector-A Strategy for Reform; National Energy Policy Framework; National Energy Roadmap 2014-2020; Nauru Utilities Cooperation Act and RONAdapt.

The responsibility for implementing climate change adaptation and disaster risk reduction related activities is shared across different parts of government and the community. The Government of Nauru recognises that effective institutions and the inter-relationships between them are at the heart of its ability to respond to growing climate and disaster risks. However, at the operational level, the Department of Environment under the Ministry of Commerce, Industry and Environment (CIE) has the primary responsibility for coordination, monitoring progress and reporting on the RONAdapt implementation of Nauru's climate change activities at all government department/sector levels.

In 2005, Nauru was severely hit not by a natural hazard but rather by an economic crisis that resulted in their immediate response to the development of its first National Sustainable Development Strategy (NSDS) 2005 – 2025; with the assistance from ADB and AusAID. The first NSDS mainly reflected on reforms needed to be put in place and the strategies for implementation including policies to facilitate adaptation activities in the country.

Climate change related strategies were only addressed in the revised and second edition of the NSDS that was released in 2009. These strategies and milestones that were developed under the Environment Section of the NSDS are provided below.

Strategies	Short-term Milestones 2012	Medium-term Milestones 2015	Long-term Milestones 2025
Develop locally-tailored approaches and initiatives to mitigate the causes of climate change and adapt to its impacts.	<ul style="list-style-type: none"> National Adaptation Program of Action (NAPA) developed. Launch start of the Second National Communication (SNC) report project. Disaster risk management and climate change adaptation responses strengthened. Community and public awareness on climate change conducted. 	<ul style="list-style-type: none"> National Adaptation Program of Action (NAPA) completed, approved and implementation started. Second National Communication (SNC) report completed, endorsed, submitted to UNFCCC and mainstreamed into national development strategies and priorities. 	<ul style="list-style-type: none"> Practical and relevant climate change adaptation measures and initiatives implemented and sustained. Nauru compliant with relevant international conventions and regional policy frameworks such as UNFCCC, SNC, NAPA, PIFACC.
Enhance resilience to climate change impacts	<ul style="list-style-type: none"> Strengthen resilience of water sector to drought through improvements to rainwater harvesting infrastructure (PACC). 	<ul style="list-style-type: none"> Continued strengthening resilience of water sector to drought through improvements to rainwater harvesting infrastructure (PACC). 	<ul style="list-style-type: none"> Water sector resilient to impacts of drought resulting from global warming and climate change by at least 30 percent.

3.1 RONAdapt

The Republic of Nauru Framework for Climate Change Adaptation and Disaster Risk Reduction (RONAdapt) was published in 2015. This framework is aligned with the

development priorities embedded in the revised NSDS edition which outlines Nauru's overall development vision:

"A future where individual, community, business and Government partnerships contribute to a sustainable quality of life for all Nauruans."



Figure 3: RONAdapt - Nauru's Framework for CC Adaptation and Disaster Risk Reduction

The RONAdapt represents the Government of Nauru's response to the risks to sustainable development posed by climate change and disasters. RONAdapt is intended to support progress towards the country's national development priorities and the goal of environmental sustainability, by ensuring that a focus on reducing vulnerabilities and risks is incorporated into planning and activities across all sectors of the economy and society. This document is the result of a consultative process with key stakeholders in government and in the community that began in 2010. The RONAdapt aims to do two things.

First, it identifies immediate priorities relating to climate change adaptation (CCA) and disaster risk reduction (DRR), in order to clearly articulate these for all government ministries, state owned enterprises (SOE), the private sector, civil society, communities and development partners to engage with.

Second, it provides a general framework for longer term planning and programming of CCA and DRR activities, including guidance on their mainstreaming in national and sectoral development policies. This includes setting out the key principles that are expected to guide CCA and DRR planning in Nauru, as well as clarity on the roles and responsibilities of different stakeholders. The priority areas of the RONAdapt are also in agreement with most of the priorities in this TNA process.

The priorities outlined in the RONAdapt are intended to contribute to the achievement of the NSDS and to increasing Nauru's resilience to climate change and disasters, by targeting the following goals:

- (i) Water security
- (ii) Energy security
- (iii) Food security
- (iv) A healthy environment
- (v) A healthy people
- (vi) Productive and secure land resources

Table 2 provides an overview of the prioritised high-level strategies for addressing CCA and DRR in each sector. The proposed activities to implement these strategies are outlined in Section 4 of this report.

Table 2: Overview of RONAdapt's priority CCA and DRR actions

Sector	Strategy
Water	<ul style="list-style-type: none"> • Fill information gaps and increase access to baseline information about the water sector • Increase water supply and storage capacity • Reduce water demand through appropriate conservation measures • Rehabilitate and protect groundwater resources • Disaster and contingency management for water sector
Health	<ul style="list-style-type: none"> • Fill key knowledge and awareness gaps to reduce community health risks, including those relating to the impacts of climate change • Reduce chronic health problems of the community • Expand environmental monitoring capacity • Build human capacity of health services • Secure key health infrastructure and services against extreme events
Agriculture	<ul style="list-style-type: none"> • Improve water security for agricultural needs • Increase household engagement with agriculture and livestock • Improve grower skills and practices
Fisheries and marine resources	<ul style="list-style-type: none"> • Fill knowledge gaps-identify and document vulnerable fisheries and marine resources • Support a community-based ecosystem approach to fisheries management • Promote aquaculture as an important contributor to food security that can reduce pressure on coastal fisheries • Strengthen the human capacity of government and community stakeholders
Disaster management and emergency response	<ul style="list-style-type: none"> • Fill knowledge gaps and ensure equitable access to information • Improve community preparedness and response systems
Energy	<ul style="list-style-type: none"> • Reduce electricity demand for water • Expand renewable energy capacity • Reduce transport fuel use while ensuring mobility • Improve local capacity for managing and maintaining a sustainable energy sector • Reduce risk of major fire outbreak at tank farm
Land management and rehabilitation	<ul style="list-style-type: none"> • Increase availability and productivity of land resources • Improve waste management to reduce land degradation and contamination risks
Infrastructure and coastal protection	<ul style="list-style-type: none"> • Reduce coastal risks to key infrastructure • Reduce flooding occurrence and intensity
Biodiversity and environment	<ul style="list-style-type: none"> • Designate areas for conservation of biodiversity • Protection of flora and fauna, through control of invasive species
Community development	<ul style="list-style-type: none"> • Take greater account of gender in planning • Implement community development strategies of the Ministry of Home Affairs, relating to women and youth, family services, preservation of cultural resources, and livelihood development

Education and human development	<ul style="list-style-type: none"> • Skills transfer to local Nauruans during development projects
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The institutional structure that will support implementation of the RONAdapt is illustrated in Figure 7.

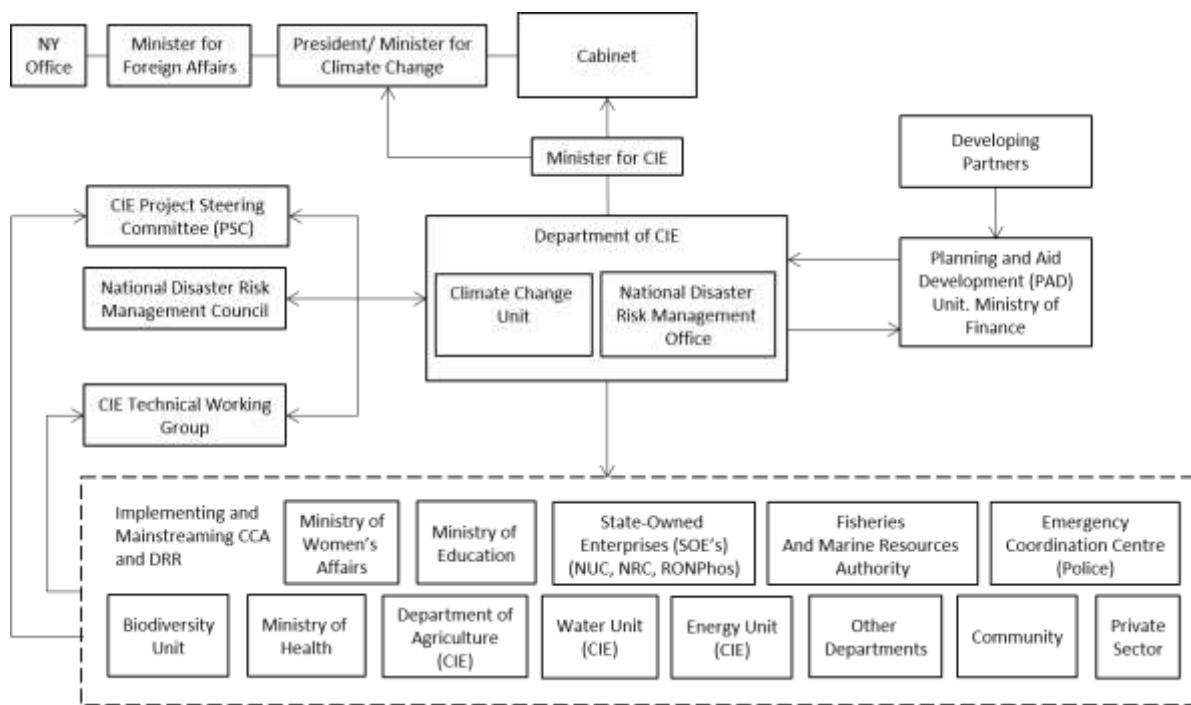


Figure 4: Institutional structure for implementing CCA, DRR and the RONAdapt

Chapter 4: Capacity Development

Nauru is currently progressing through a transformation process following its economic crisis that was greatly felt by its people in 2005.

The key outcomes anticipated from this transformation process were to have a robust national development plan and a realistic budget and implementation strategy. The development plan would establish a vision for Nauru's future, identify economic development options for Nauru, and clearly prioritize the activities for which development partners could potentially offer assistance.

One objective of Nauru's capacity development was to "design and implement a participatory planning process characterized by wide community engagement and targeted communication of the choices and trade-offs that will assist the community to nominate preferred options for future development."

The aim of the NSDS was to help the government and the people of Nauru determine and prioritize long-term development options based on feasible development scenarios. The project also sought to advance the process of reform initiated, in some measure, by development planning efforts such as the National Economic and Development Summit 1999, National Economic Forum 2003, Pacific Regional Assistance to Nauru 2004, and Government of Nauru National Strategy Discussion Paper 2004.

Chapter 5: Conclusion and Recommendations

Nauru is an isolated and uplifted 21 km² limestone island located in the central pacific 41 km south of the equator. With no surface water resources, Nauru faces serious problems during periodic droughts. From a disaster perspective, the loss of secure water for key services such as the hospital is a concern. According to the World Health Organization (WHO), between 50 and 100 litres of water per person per day are needed to ensure that most basic needs are met and few health concerns arise. With an estimated population of 12,000, Nauru's current water production capacity is equivalent to around 200 litres of water per person per day.

Enhancing the security of potable water production and availability is both a key national development priority and also fundamental to reducing vulnerability to climate change and to potential disaster events. However, an increase in availability and access to ground water must also be prioritised as this will greatly reduce the use of potable water for non-potable use. When taken into consideration the breakdown of the WHO-recommended 100 litres per person per day requirements, up to 80 litres of potable water can be substituted with ground water for non-potable use such as washing and for lavatory use. The remaining 20 litres is more than sufficient for drinking and cooking purposes.

Nauru is a republic with a parliamentary democracy and with no local government council. The parliament has 19 members who are re-elected every three years. Nauru has a well-established department that is responsible for addressing Nauru's vulnerability from the impacts of climate change and disasters. This desktop review acknowledges the organisational structure for the Department of Environment and their stance and capacity in formulating and implementing strategies that are in line with the NSDS and RONAdapt. However, strengthening coordination amongst all relevant stakeholders is vital in achieving milestones that are set out in the NSDS.

Nauru has increasingly recognised that the reduction of disaster risks is a foundation for successful sustainable development, and that disaster risk is a crosscutting issue requiring action across multiple sectors. Crosscutting issues affect all aspects of a programme and therefore need special attention. They should be integrated into all stages of programmes and projects, from planning through to impact assessment – but this has not always been the case for Nauru. A number of NSDS strategies for example that has been prioritised are long overdue for implementation. This displays either lack of competence or motivation of concerned stakeholders to drive their respective strategies forward. A review of local capacity across most sectors does reveal that Nauru has the capacity to implement these consultancies instead of relying on international consultants.

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